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## Taylor-Leaver FSC: A Prototype for Program Evaluation of Navy Family Service Centers

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**Taylor-Leaver FSC: A Prototype for Program Evaluation  
of Navy Family Service Centers**

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## FOREWORD

This report details results of a prototype implementation of procedures and data collection instruments developed for a recurring, systematic needs assessment and program evaluation of Navy Family Service Centers (FSCs). It is one of a series of research projects conducted on behalf of the Navy Family Support Program (NMPC-66) under work unit number R1770-MP003. This implementation represents the cooperative efforts of the Taylor-Leaver FSC program staff and the Navy Personnel Research and Development Center.

Appreciation is extended to the nine commands participating in the study for their cooperation in granting interviews and distributing questionnaires.

JOHN J. PASS  
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## SUMMARY

### Problem

The Family Service Center (FSC) network was established with the goals of enhancing the quality of life for Navy personnel and their families, and of contributing to operational objectives such as retention and readiness. As the program competes with others for scarce resources, its survival may depend upon its ability to furnish evidence of program impact and effectiveness.

### Purpose

The purpose of this effort, therefore, was to:

1. Conduct a prototype program evaluation for the FSC network, using the design and procedures presented in A Manual for Program Evaluation for Navy Family Service Centers (NPRDC TN 87-19). This initial implementation of that plan is intended to provide an example of how the data might be analyzed and reported.
2. Evaluate the services currently provided by Taylor Leaver FSC to determine if these are perceived favorably by member users and their command leaders.
3. Provide a local, updated needs assessment.

### Approach

Nine commands from the Taylor-Leaver catchment area agreed to participate in this effort, which employed a modified stakeholder approach. Using the survey instruments contained in NPRDC TN 87-19, data relating to the Taylor-Leaver FSC were obtained from (1) Navy members, (2) command leaders (commanding officers, division officers, department heads, and master chiefs) of participating local military commands, (3) command career counselors, ((4)local military service providers, and (5) civilian service providers within the local community. Because of administrative problems, data from the families of military members could not be collected.

These data were then used to examine the importance, utilization, and satisfaction with services provided by the FSC. Command statistics related to member behaviors were also collected as prescribed by the evaluation plan. Such data will provide a baseline for future evaluations in which changes in command effectiveness can be examined in relationship to changes in FSC services. As trends emerge, the evaluation data can provide guidance for modifying the allocation of local FSC resources to support local command needs more effectively.

### Results

Responses were received from commanding officers of all nine commands, along with 75 other command leaders. Eighty-three percent of military providers contacted responded to the survey, as did 86 percent of the civilian service providers, and career counselors assigned to seven of the nine commands. The overall response rate for surveys mailed to command members was 35 percent.

Member satisfaction and utilization of services were examined, including some that are not directly provided by the FSC in order to make comparisons with other service

providers, and to evaluate the relative importance of a wide menu of support services. Satisfaction with services was highest for information and referral, drug and alcohol treatment programs, career counseling, and family recreation programs. Among services provided by the FSC, information and referral services, deployment support, and relocation information were rated as most important by members. Information and referral services were utilized by more members than any other FSC-provided service.

Data assessing the frequency and seriousness of psychological problems experienced by active duty and family members, along with percentages seeking help for those problems, indicated that members and their families were less likely to seek help for emotional problems such as depression, anxiety, or loneliness.

Data were obtained from 84 officers and 7 master chiefs from the commands surveyed. Drug and alcohol abuse was judged to be the most serious problem from the command's point of view; deployment with its associated family separations was considered to be the most serious stressor experienced by members. Most officers reported that they continue to handle personal problems within the command itself; however, those who reported referring members to the FSC were generally satisfied with the results of those referrals. Officers felt that confusion about the kind of services provided by the FSC kept many potential clients away. Other perceived barriers included fear that seeking help would be damaging to the member's military career, and a general reluctance to seek any help.

Most participating career counselors agreed that family issues were the primary factor when married members make reenlistment decisions, and they felt that strategies for including spouses in reenlistment interviews and related seminars should be actively encouraged.

When comparisons were made between the responses of service members and command leaders, these two stakeholder groups did not always agree in their perceptions of the relative importance of support services or the seriousness of particular problems. Command leaders tended to see performance-related services as more important while members stressed family-related services. All groups participating agreed that deployment imposes considerable stress on Navy members and their families.

Activity and workload data are presented for Taylor-Leaver FSC for FY86, including client demographics, types of counseling provided, sources of referral, and staff information. Limited command statistics collected on reenlistment rates, drug and alcohol referrals, unauthorized absences, and NJPs suggest that those commands who are most likely to refer their members for services were also lower in NJP rates and had better reenlistment rates than those that seldom referred members for assistance.

### Conclusions

This pilot effort indicated that the instruments and procedures set forth in NPRDC TN 87-19 will provide an appropriate evaluation strategy for Navy FSCs. Analysis of problems and stressors related to Navy life suggests the services where resources should be concentrated, while data on importance and satisfaction with services indicate how effectively services are being delivered.

While command leaders rank performance-related services (e.g., drug and alcohol treatment programs) as most important, members perceive family related services more important. Over 60 percent of the users of FSC services are self referred, indicating a

self-perceived need for services. Command leaders seldom refer their members for help outside the command and their reluctance to do so may ultimately have a negative impact on command performance.

#### Recommendations

The following recommendations are made as a result of this pilot test of the evaluation and needs assessment package of Navy FSCs:

- That this evaluation be implemented throughout the FSC network and used to develop a longitudinal data base to be used by analysis of effectiveness at the local level.
- That results from local assessments be aggregated for input and guidance at the policy level.
- That subsequent implementations of the evaluation procedures recommended here be expanded to include family members as an additional stakeholder group.
- That the special answer section of the member questionnaire should be used routinely to obtain information about individual services. Such information then be used to tailor delivery efforts.

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## INTRODUCTION

### Problem

In the Navy, as in society as a whole, the systematic evaluation of social support programs has thus far failed to keep pace with program development. Increasingly, as programs compete for scarce resources in the current fiscal environment, the survival of many social welfare programs will nevertheless depend upon their ability to furnish evidence of program impact and effectiveness. Although tighter budgets have helped to focus attention on evaluation concerns related to cost-effectiveness, the primary goal of program evaluation continues to be the enhancement of program impact.

A systematic program evaluation plan provides a method for periodically assessing program accomplishments with respect to program goals. Additionally, it provides program managers with information necessary for informed policy decisions, and guidance for the allocation of scarce resources. Finally, systematic program evaluation allows programs to be responsive to the changing needs of the clientele they serve.

Evaluation covers several specific types of activities and is grounded in the methods of social science research. The term comprehensive evaluation refers to studies that include process monitoring, impact assessment and ex post facto cost-benefit or cost-effectiveness analyses (Rossi, Freeman, & Wright, 1979). Monitoring is assessment of whether or not a program is operating in conformity to its design and reaching a specified target population. Impact evaluation is assessment of the extent to which a program causes changes in the desired direction in the target population. Cost-benefit analyses study the relationships between costs and outcomes of social projects.

Established programs are more difficult to evaluate than experimental programs, unless the program was planned and implemented in ways that provide for measurement of objectives. In addition, the failure to plan for systematic evaluation during the development phase of programs often means that relevant, comprehensive data are not available and proxy measures must be substituted.

The evaluation of program impact is made more difficult because specification of meaningful measures of impact depends upon the perspective of the stakeholder, and most large social programs have multiple stakeholders. Individual and organizational goals may overlap but are seldom identical, which results in different criteria for measuring program success.

Particularly in the area of social support programs, impact assessment has often been restricted to "commonsense evaluations" because of difficulties associated with specifying criteria required for systematic evaluations. Much of the problem arises because outcomes of interest for human service programs generally have complex causal links and interconnections that are difficult to untangle. Client satisfaction has emerged as one priority for evaluation of quality of life programs because it is difficult to ultimately justify a program if a client's life situation is not improved in some way, and if the client is not more satisfied after being exposed to the program.

Evaluation of the Navy Family Service Centers (NFCs) is constrained by many of the difficulties mentioned above: The program was implemented without planning for evaluations, there are multiple stakeholders each with somewhat separate goals, the specification of criteria and sensitive measures of impact is complex, and resources are scarce.

## Objectives

The objectives of this research were to conduct a pilot test of the evaluation design and procedures as set forth in the Manual for Program Evaluation for Navy Family Service Centers (NPRDC TN 87-19); and to assist in implementing the plan at the Taylor-Leaver facility, establishing baseline data for recurring self evaluation and needs assessment efforts.

## Background

When the Navy Family Support Program was established at the direction of the Chief of Naval Operations (CNO) in 1979, one objective of the program was to establish a network of FSCs at designated naval shore activities to provide comprehensive family-related information, programs and services for Navy families and single service members. The number of FSCs has grown from 32 in 1982, to a total of 68 and several satellite facilities in 1986. During this period, thousands of military and family members have received services provided through the FSC network. Program components have also been expanded in a continuing effort to be responsive to Navy needs.

The network of Navy FSCs is successfully nearing the close of its program development phase, and now enters a phase in which periodic evaluation of program effectiveness assumes greater importance. Although ongoing evaluation and needs assessment are considered essential to maintain a responsive and effective service network, resources do not currently provide for evaluation specialists within the Family Support Program (OP-156/NMPC-66). This means that local FSC administrators and staff, with varying levels of expertise, will be responsible for implementing the evaluation process while continuing to be responsible for their normal duties.

The Navy Personnel Research and Development Center (NAVPERSRANDCEN) has provided assistance to the evaluation efforts underway by the Family Support Program with the development of an evaluation plan. Included in the evaluation package prepared by NAVPERSRANDCEN are design specifications, instruments for collecting data, and an instruction manual to aid in implementing the plan (Kerce, 1987). With the adoption of the plan, FSCs are provided not only with a vehicle for assessing effectiveness and needs at the local level, but consistency across the entire network. Parallel data collected periodically at all FSCs can be aggregated at the national level to furnish comprehensive information for policy decisions.

Although program evaluation analyses have not previously been undertaken for the FSC network, future biennial assessments have now been mandated by instruction. It is the recurring collection of data system-wide that will ultimately allow for assessment of the impact of FSCs.

## **APPROACH**

The research described in this report was one of two related evaluation efforts undertaken by NAVPERSRANDCEN in FY87 on behalf of the Family Support Program. This study documents the initial implementation of the FSC evaluation plan. By illustrating the analysis procedures with concrete examples, it will supplement the manual to serve as a guide for subsequent efforts in other FSC catchment areas. Instruments have been designed to provide information to answer research questions related to the service needs of Navy members, as well as current levels of service utilization and

satisfaction with services received at the FSC. To the extent that information related to one FSC can be considered indicative of the network as a whole, results of these data analyses provide preliminary information about program impact.

In a second effort undertaken concurrently, a quasi-experimental design was adapted to data abstracted from existing all-Navy data bases to determine if data currently being collected are appropriate for assessing the impact of FSCs on broad Navy goals.

## METHOD

This study utilized a modified "stakeholder" approach (Ackoff, 1975; Lawrence & Cook, 1982). Stakeholders are individuals or groups who have a direct interest in a program being evaluated. In the case of FSCs stakeholder groups include program clients, leaders of operational and shore commands whose members could be expected to receive services from the FSC, and program staff and administrators. Representatives from other military service agencies and civilian service providers in the community both interact with the FSCs and, to a lesser extent, also have a direct interest in the services provided. Members of those two service groups participated in the role of key informants.

One group with an obvious stake in the services provided by the FSC is conspicuous by its absence from the study: spouses and family members of Navy personnel assigned to this area. Although it was desirable to learn how family members perceive and use the FSC, the Navy research community does not have access to members' home addresses. Since the command ombudsman maintains this information for command members, an effort was made to have ombudsmen distribute questionnaires to families. Unfortunately, the FSC was not able to make the necessary arrangements with the ombudsman network at the time of this study.

The focus of the evaluation was primarily on program efficacy and assessing stakeholder needs, rather than on monitoring program implementation. Implementation has been addressed briefly through a summary of records of services provided at Taylor-Leaver in FY86. Data appropriate to research goals were collected from each of the stakeholder groups with the exception of program staff and administrators, whose involvement in the study consisted of opportunities for participation in the development of questionnaire items and other aspects of the pre-evaluation efforts. The approach used considers the perspectives of the various stakeholder groups, and utilizes multiple data sources consistent with the strategy of data triangulation in evaluation research (e.g., Denzin, 1970; Reichardt & Cook, 1979). The presentation of the results of this research will be organized around the identified stakeholder groups.

This study reflects the cooperative efforts of researchers at NAVPERSRANDCEN and administrative staff of Taylor-Leaver FSC, consistent with long range plans that specify that each FSC will conduct self-evaluations at the local level.

### Sample Selection

The Taylor-Leaver FSC at Naval Station, San Diego, serves a large member population in both sea and shore commands. From a comprehensive list of commands in the catchment area, a sample of 10 commands was systematically selected for participation in the evaluation effort. FSC administrators were asked to identify an equal number of ship and shore commands for participation, and to include commands whose members frequently used FSC services as well as those that were seldom represented

among their clients. Ships of various sizes were represented, with matching alternates named for each in order to assure that the final selection would be available in port during the data collection period. Administrative complications ultimately resulted in the elimination of one selected command from the sample. The final group of participating commands, with their populations, is shown in Table 1.

Table 1  
Commands Participating in the Evaluation of  
Taylor-Leaver Family Service Center

UIC	Command	Command Strength
21063	USS CAPE COD (AD 43)	1340
20587	USS ELLIOTT (DD 967)	308
52708	USS FOX (CG 33)	436
21108	USS McCLUSKY (FFG 41)	206
21055	USS REID (FFG 30)	208
Total (Sea)		2498
61690	Fleet Training Command	32
65918	Shore Intermediate Maintenance Command	2068
68556	Personnel Support Detachment NAVSTA	145
00245	NAVSTA Security and Waterfront Operations	667
Total (Shore)		2912

Note. Population figures shown were derived from DMDC data base and do not necessarily agree with current strength figures provided by unit commanding officers.

After selection of the commands, participants were identified in each of the subpopulations discussed below. Where groups were large, a sample was randomly selected. In other instances, an entire group was surveyed.

#### Command Members

The Defense Manpower Data Center in Monterey, California, provided a population listing for participating commands using their designated unit identification number (UIC) number as a selection key. With the population list as a sampling frame, a random sample of members in the participating commands was drawn. A sampling ratio of 1:3 for sea units and 1:4 for shore activities yielded a total sample of 1552 enlisted and officer members.

### Command Leaders

Commanding officers (COs) of all nine selected commands were participants in the study. In addition to the COs, others in the subgroup labeled command leaders included executive officers (XOs), division officers, and department heads selected at the discretion of the CO. The command master chiefs were asked to complete a similar questionnaire and are also included in this group.

### Career Counselors

Career counselors from each of the commands were asked to provide information about reenlistment concerns.

### Military Service Providers

FSC administrators provided a list of 12 other military service providers in the catchment area with whom they have occasion to interact. Questionnaires were sent to each person or agency on the list.

### Civilian Service Providers

The names of 12 civilian agencies and several hundred counselors, psychologists, and social workers in private practice in the San Diego community had been previously compiled at the FSC for purposes of referral. That list provided the sampling frame for civilian service providers for the study. All agencies on the list were included in the sample, along with a random selection of individual counselors.

### Procedure

In keeping with the goal of self-evaluation, initial contact with the selected commands, command members, and service providers was made by the FSC. The involvement of NAVPERSRANDCEN in the project was indicated and all mailed materials were returned directly to NAVPERSRANDCEN with the use of pre-addressed return envelopes.

Letters were sent from CO, Naval Station, San Diego, to each of the COs of the nine commands asked to participate in the project. The purpose of the letter was to describe the study goals, solicit cooperation from the commands, describe actions requested from participating commands, and announce a forthcoming call from the FSC director or her deputy.

An interview was then scheduled with each CO. Interviews were conducted by the director of the FSC and, at that time, materials to be completed by XOs, division officers and/or department heads were left with COs for distribution.

Letters to accompany service provider questionnaires and member questionnaires were prepared at the FSC, where they were signed by the director. These were subsequently enclosed with the materials prepared and mailed at NAVPERSRANDCEN. Questionnaires were mailed with attached envelopes for returning the questionnaires directly to NAVPERSRANDCEN. Approximately one month later, reminder postcards were also sent to the member sample in an effort to improve response rates, and follow-up letters were sent to service providers. (See Appendix A for initial mailing materials and Appendix B for reminders.)



## Data Collection Instruments

With minor modifications, the survey instruments employed in this study are those presented in the Manual for Program Evaluation at Navy Family Service Centers (Kerce, 1987). A number of duplicate (or very similar) items are repeated throughout the instruments in order to compare the perceptions of the various stakeholders regarding the importance of various services and the types of problems experienced by Navy families.

With the exception of an interview protocol prepared for collecting information from COs, all the instruments were designed as mail questionnaires. The questionnaire completed by division officers and department heads, and by command master chiefs is a self-administered, paper-and-pencil version of the interview protocol prepared for COs. The questionnaire sent to Navy members was a draft of the version designed in an op-scan format, although it is not yet available in that form.

For ease in coding, as well as in consideration of future data aggregation strategies, few open-ended items were included in the questionnaires. Much of the data was collected using Likert-type items with four or five response categories.

In addition to the set of questionnaires, one additional form was completed at each command by an individual designated by the CO. Information collected with that form provided a summary of command statistics relative to retention rates and disruptive behaviors for the preceding 6-month period. Copies of all data collection instruments used in the study are included in Appendix A.

## Variables

To provide an overview of the type of information collected, Table 2 summarizes the principal variables for each of the subpopulations. Those variables listed for more than one subpopulation represent items that provide an opportunity to compare perceptions among groups at different organizational levels relative to the needs and problems of Navy personnel and their families.

Raw data collected using the command statistics form were used to compute a ratio for various occurrences within the command relative to the total command strength. These computed variables were then the basis for additional analyses. Activity summaries for the Taylor-Leaver FSC were compiled from quarterly reports for FY86, previously submitted by the FSC to NMPC-66.

## Analysis

Data analyses presented in this report are confined primarily to the descriptive level, consistent with the type of analysis that local FSC staff members can be expected to perform for their future self-evaluations. Aggregation at the national level will, however, allow hypothesis testing and inferential approaches.

Table 2  
Summary of Variables

Sample Group	Variables
Navy members	Demographics Comparative importance of various support services Use of FSC services Use of other Navy services Satisfaction with FSC Satisfaction with other Navy support services Problems experienced Seriousness of problems Help sought for problems
Commanding Officers, Executive Officers, Division Department/Heads, Master Chiefs	Time devoted to member problems of personal nature Perception of problems experienced by members Effect on command Importance of individual support services Referrals to support services Barriers to FSC use Satisfaction with FSC Suggestions and comments
Military service providers	Agency functions and staffing Description of client populations Referral patterns Perception of problems experienced by members and families Importance of individual support services
Civilian service providers	Agency functions and staffing Description and extent of Navy clients Referral patterns Perception of problems experienced by Navy clients Fee information
Command statistics	Current command strength Reenlistment eligible/actual Courts martial Unauthorized absences Drug abuse offenses and referrals Alcohol abuse offenses and referrals Equipment damage Man-hours lost for personal emergencies Non-judicial punishments
Taylor-Leaver activity summaries for 1986	Services provided Types of services Cases per service Client demographics Staff/client ratios Commands represented Referral sources

## RESULTS

Results of this investigation will be organized and presented by stakeholder groups, followed by a discussion of differences among the groups. In general, presentation of results within groups will follow the outline of variables listed in Table 2.

### Navy Members

#### Demographic Description

Five hundred and thirty-two completed questionnaires were received from Navy members in time to be processed. All participating commands were represented in the sample (see Appendix C for member response rate by command). Distribution of the resulting sample on gender and officer/enlisted dimensions is shown in Table 3.

Table 3

Distribution of Navy Member Sample by  
Gender and Officer/Enlisted Category  
(N = 532)

Gender	Enlisted		Officer		Total	
Male	437	(82.1%)	20	(3.8%)	457	(85.9%)
Female	71	(13.3%)	4	(0.8%)	75	(14.1%)
Total	501	(95.4%)	24	(4.6%)	532	(100.0%)

The median age of the sample was 30.1 years. Twenty-nine percent had attended college for varying lengths of time, 63 percent were high school graduates and 7 percent had less than a high school education. Approximately 35 percent of the respondents were representatives of various racial minorities.

Sixty-three percent of the sample were married and 80 percent of the married respondent group have children. Eleven percent of the married respondents represent dual military career couples. Thirty-seven percent were single, and approximately one-fourth of that group were in the divorced/separated category. Slightly less than 7 percent of the total sample were single parents. This sample distribution reflects a lower proportion of single members and a higher percent of single parents than found in the total Navy population.

#### Importance of Services

To assess the importance service members assign to various support services, they were asked to rate a menu of support services provided for Navy members. Response options for the question "How important are each of the services for you and/or your family members?" were scored from 5, "extremely important," to 1, "of no importance." The list of services included not only those directly provided under the auspices of the

FSC, but also others where FSC involvement is likely to be a referral function only. Such an expanded list provides an opportunity to compare the relative importance of services offered by the FSC with those obtained elsewhere.

Table 4 presents means and standard deviations for sample-wide ratings of importance for each of the services listed. Consistent with results of other needs assessments conducted in the Navy (e.g., Soriano, Glaser, & Sander, 1986), medical services were ranked most important among the support services. This ranking is also consistent with the importance that civilian workers assign to health insurance among the various fringe benefits offered by industrial employers. Although means for services judged to be most important were significantly different from those at the bottom of the list, the slight differences between those presented adjacently could have occurred by chance. The small standard deviation and high mean importance shown for medical services reflects the broad member base for which such services are both applicable and important. Eighty-four percent of the sample said that medical services are either extremely important or very important, in contrast to the 30 to 40 percent more typical when other services were rated. An analysis of variance (ANOVA) confirmed a number of anticipated group differences in ratings of service importance. As expected, there was a significant difference associated with marital status. For example, married members assigned more importance to child care, housing referral, and employment assistance for family members than did single members. Single members attached significantly more importance to career counseling, personal counseling, and financial counseling than the married respondents. Divorced people scored legal counseling higher than did the other groups, and joined the other unmarried group in rating "singles social groups" as an important service. They were similar to the married group in their assessment of housing referral services and relocation information and assistance. The divorced and separated group also assigned more importance to marital and family counseling than other respondents. See Table 5 for a summary of the differences associated with marital status.

Several of the differences in importance ratings associated with marital status were also found when respondents were grouped on an binominal parent/childless variable. Two-way ANOVAs were performed to determine whether observed differences were associated primarily with marital status or parental status. As one might expect, parental status accounted for more of the variance in services dealing directly with children than did marital status. These services are child care, children's protective services, youth and family recreation, and parenting education. In addition to services with direct ties to children, how sample members rated the importance of housing referral services also varied significantly between those with children and those without ( $F_{(1,520)} = 8.42$ ,  $p < .01$ ), with parents rating the housing service higher than childless members.

Analysis of variance used to examine how members of the various commands rated service importance revealed no significant differences related to specific command membership. When commands were grouped into shore-based and sea-going categories, ratings of importance were significantly different between categories only for deployment support/information services, which were given more importance by sea commands.

Individuals who said they had previously used a service judged it to be of greater importance than those who had not. For each of the services assessed, differences in ratings of service importance provided by users and non-users were significant at the  $p < .01$  level.

Table 4  
Member Assessment of the Importance of Services  
(N = 525)

Services	Mean	S.D.
Medical services	4.43	.98
Deployment support and information	3.29	1.40
Legal counseling	3.29	1.22
Information and referral	3.28	1.20
Career counseling	3.23	1.25
Relocation information and orientation	3.12	1.37
Housing referral services	3.05	1.38
Financial education and counseling	3.01	1.32
Health education programs	2.96	1.27
Child care	2.93	1.61
Children's protective services	2.92	1.52
Drug and alcohol treatment programs	2.90	1.58
Overseas duty support	2.89	1.49
Youth and family recreation programs	2.81	1.29
Repairs assistance	2.77	1.35
Employment assistance to family members	2.76	1.46
Stress management programs	2.73	1.36
Transportation services	2.69	1.36
Personal counseling	2.67	1.26
Marital/family counseling	2.63	1.40
"Special needs" referrals	2.62	1.34
Parenting education	2.51	1.31
Religious and pastoral counseling	2.48	1.24
Marriage enrichment programs	2.43	1.36
Ombudsman training	2.33	1.30
Singles social programs	2.12	1.29

Note. High scores represent services considered to be more important and are based on responses coded from 1 to 5.

Table 5  
Service Importance Ratings by Marital Status

Services	Group Means			F ratio	Sig. of F
	Single ( <u>n</u> = 139)	Married ( <u>n</u> = 332)	Divorced ( <u>n</u> = 56)		
Legal counseling	3.24	3.24	3.71	3.663	.03
Marital/family counseling	2.36	2.70	2.85	3.665	.03
Personal counseling	2.86	2.55	2.83	3.288	.04
Information and referral	3.27	3.24	3.56	--	ns <sup>a</sup>
Drug and alcohol treatment programs	2.97	2.84	2.93	--	ns <sup>a</sup>
Medical services	4.24	4.55	4.25	6.117	.002
Child care	2.58	3.10	2.82	5.423	.005
Deployment support and information	3.07	3.26	3.36	--	ns <sup>a</sup>
Financial education and counseling	3.23	2.87	3.04	5.947	.003
Children's protective services	2.56	3.02	3.18	5.585	.004
Housing referral services	2.70	3.16	3.27	6.270	.002
Career counseling	3.45	3.12	3.35	3.770	.02
Family employment assistance	2.42	2.93	2.57	6.421	.002
Relocation information, orientation	2.83	3.19	3.36	4.451	.01
Religious and pastoral counseling	2.53	2.44	2.59	--	ns <sup>a</sup>
Youth and family recreation programs	2.56	2.93	2.76	4.075	.02
Health education programs	3.12	2.85	3.18	3.221	.04
Singles social programs	2.62	1.83	2.54	23.470	.000
Parenting education	2.41	2.55	2.50	--	ns <sup>a</sup>
Transportation services	2.73	2.65	2.80	--	ns <sup>a</sup>
Assistance with home/auto repairs	2.71	2.79	2.77	--	ns <sup>a</sup>
Stress management programs	2.90	2.61	2.95	--	ns <sup>a</sup>
Marriage enrichment programs	2.22	2.53	2.38	--	ns <sup>a</sup>
Overseas duty support	2.77	2.93	3.00	--	ns <sup>a</sup>
Ombudsman training	2.18	2.44	2.02	3.695	.03
"Special needs" referrals	2.48	2.68	2.61	--	ns <sup>a</sup>

<sup>a</sup>Group means are not significantly different.

### Satisfaction with Services

Mean satisfaction ratings for each of the services is based on a subsample of individuals who reported receiving that particular service, including services provided by agencies other than the FSC. Some respondents indicated receiving the same type of service from both the FSC and from some other Navy provider. When that service is one not directly provided by the FSC, one reasonable assumption might be that a referral was made by the FSC to another agency. Otherwise, satisfaction with dual providers might have been indicated because the service now obtained from the FSC was once provided by another agency.

Because reported utilization of the FSC and some other agency for a single service was often very similar, a check was performed to determine if some respondents had indeed obtained a service from more than one source. If a respondent had obtained service from only one provider but incorrectly interpreted the directions and reported satisfaction in both columns, it is logical to assume that he or she would enter the same measure of satisfaction in both columns. The result, therefore, would be two identical ratings for the same service by a single individual. Since such identical ratings were the exemption rather than the rule, it appeared reasonable to assume that these responses legitimately reflect utilization of more than one service source.

Satisfaction was measured by a 3-point scale, with a rating of 3 indicating that the individual was "very satisfied" and a rating of 1 indicating "very dissatisfied." Sample means for satisfaction with services received are shown in Table 6. For those receiving service from the FSC, mean satisfaction scores were somewhat higher for information and referral services, drug and alcohol treatment programs, career counseling, and youth and family recreational programs. It should be noted, however, that mean satisfaction scores across services are not significantly different, but have overlapping confidence intervals and may have occurred by chance. For services received from other agencies in the Navy, legal counseling had the highest mean satisfaction. Additional information presented in Table 6 indicates the percent of the sample who have utilized a service.

### Reports of Psychosocial Problems

All respondents were asked to report if they or a family member had experienced any of a number of psychosocial problems in the past year, and to indicate the seriousness of each problem encountered. Problems in the list were selected from those which are commonly associated with Navy life--in other words, they can be conceptualized as the outcome of stress related to deployment, family separations, relocations, etc. Table 7 shows the percentage of the sample experiencing each of the problems, and the mean rating of problem seriousness for each subsample of respondents.

The total number of serious psychosocial problems reported by individual members was computed and used to group respondents. Forty-seven percent of the sample acknowledged having at least one serious problem, with 12 percent reporting four or more problems, which they considered to be serious. The average number of serious problems was also examined for differences associated with marital status, sea versus shore duty, educational level, gender, race, parental status, and officer/enlisted categories. Variance in the number of serious problems was found to be related to respondents' marital status ( $F_{(2,254)} = 20.07, p < .001$ ). A Scheffe ranges test showed the divorced and separated group to have significantly more problems than the single or married groups ( $p < .001$ ).

Table 6  
Mean Satisfaction Ratings for Services Rendered

Service	Members Served by the FSC		Members Served by Other Navy Agencies	
	% of Sample Using Service	Mean Satisfaction	% of Sample Using Service	Mean Satisfaction
Legal counseling	29	2.39	29	2.45
Marital/family counseling	17	2.22	11	2.04
Personal counseling	17	2.34	15	2.31
Information and referral	31	2.50	26	2.28
Drug and alcohol treatment programs	13	2.45	15	2.37
Medical services	38	2.17	52	2.23
Child care	19	2.10	15	2.33
Deployment support and information	23	2.39	21	2.24
Financial education and counseling	15	2.34	14	2.24
Children's protective services	9	2.33	7	2.23
Housing referral services	37	2.23	30	2.17
Career counseling	23	2.41	27	2.17
Family employment assistance	11	2.16	10	2.20
Relocation informa- tion, orientation	17	2.23	18	2.24
Religious and pastoral counseling	15	2.35	15	2.33
Youth and family recreation programs	15	2.45	16	2.27
Health education programs	11	2.38	15	2.26
Singles social programs	7	2.29	7	2.10
Parenting education	9	2.39	9	2.21
Transportation services	15	2.18	19	2.12
Assistance with home/auto repairs	16	2.27	17	2.27
Stress management programs	11	2.32	12	2.09
Marriage enrichment programs	9	2.31	8	2.06
Overseas duty support	13	2.20	10	2.00
Ombudsman training	11	2.29	7	2.07
"Special needs" referrals	13	2.21	10	2.27



Table 7  
Psychosocial Problems Experienced by  
Respondents and Family Members  
(N = 532)

Problem	% of Sample With Problem	Mean Problem Seriousness	S.D.
Depression	35	1.71	.75
Feelings of loneliness and isolation	33	1.72	.79
Financial emergencies	30	1.79	.72
Anxiety	28	1.66	.75
Marital discord/relationship problems	25	2.06	.86
Illness	22	2.05	.75
Child/parent relationship problems	15	1.63	.75
Job performance difficulties	15	1.59	.67
Alcohol or drug problems	12	2.20	.71
Family violence	8	1.98	.79

Note. Mean problem seriousness based on response options scored from 1 to 3 with high scores indicating more serious problem.

#### Seeking Help for Psychosocial Problems

Member respondents also indicated if they had sought help to cope with the psychosocial problems reported for themselves or a family member. As indicated in Table 8, the number of individuals who sought help for reported problems represents a small percent of the sample, considerably smaller than the percent experiencing problems. For example, 25 percent of the sample stated that they had experienced problems related to marital or relationship discord (see Table 7), but only 8.9 percent reported seeking help with those difficulties from their FSC. Table 8 presents the mean satisfaction with services received by those who did seek help. More respondents sought help for marital discord or relationship problems and financial emergencies than for other problems, but satisfaction was highest with services related to child/parent relationship problems or alcohol and drug problems.

#### Problem Seriousness and Service Importance

While it is important to identify which support services are valued by the majority of Navy personnel, it is also useful to determine the services that are especially important to members, or families, who are struggling with emotional problems. To examine the association between the seriousness of psychosocial problems and the importance of various services, correlations were computed between problems and the ratings of service importance. The matrix presented in Table 9 indicates only the correlation coefficients

Table 8  
Percent Seeking Help for Psychosocial Problems and  
Satisfaction with Services Received from FSC  
(N = 532)

Problem	% Seeking FSC Help	Mean Satisfaction	S.D.
Marital discord/relationship problems	8.9	2.13	.83
Financial emergencies	8.7	2.00	.86
Depression	7.5	2.09	.81
Feelings of loneliness and isolation	6.8	2.07	.87
Alcohol and drug problems	5.7	2.28	.84
Illness	5.6	1.88	.83
Anxiety	5.5	2.21	.83
Child/parent relationship problems	5.0	2.32	.84
Family violence	4.0	2.22	.81
Job performance difficulties	2.7	2.08	.79

Note. Satisfaction means are based on a 3-point scale where 3 = very satisfied.

Table 9

Correlation of Problem Seriousness with Importance of Services for Members Reporting Recent Problems

	Serious or Prolonged Illness	Alcohol or Drug Problems	Marital Discord or Relationship Problems	Violence Involving a Partner or Family Member	Financial Emergencies	Depression	Difficulty Performing Your Job	Anxiety	Feelings of Loneliness and Isolation	Child/parent Relationship Problem
Legal counseling			.15*		.14*		.26**			
Marital/family counseling		.31**	.20*							
Personal counseling			.16*			.14*				.20*
Information and referral			.22**						.16*	
Drug and alcohol treatment programs				.27*		.13*				
Medical services						.13*	.19*			
Deployment support and information									.22*	
Children's protective services		.34**		.39**		.13*	.20*	.13*	.14*	
Housing referral services					.16*	.15*			.19**	
Career counseling			.18*			.13*				
Employment assistance for family members									.13*	
Relocation information and orientation									.20**	
Youth and family recreation programs						.19**				
Health education programs						.18**		.14*		
Singles social programs			.26**							
Transportation services									.16*	
Stress management programs			.16*			.15*		.18*		
Overseas duty support						.13*			.13*	
Ombudsman training						.15*				
"Special needs" referrals								.14*	.16*	.20*

\*p &lt; .05.

\*\*p &lt; .01.

that are significant at the  $p < .05$  level or better. Services for which importance was not significantly correlated with problem seriousness are omitted. As the table indicates, many of the correlations that were statistically significant are too small for any practical purpose. Several relationships that one would intuitively expect were not confirmed by these data. For example, there was no relationship between parent/child relationship problems and the importance of parenting education services; there was also no demonstrated relationship between problems having to do with financial emergencies and the importance of financial education and counseling. Several possible explanations for such findings can be hypothesized: It may be that such services are not perceived as relevant to the circumstances surrounding the individuals' problem experience, or it may be that information about such services has not been widely disseminated among the target clientele.

#### Problem Seriousness and Service Utilization

To determine if the members who utilize the support services available are those for whom a problem is most serious, a problem-by-problem analysis of help seeking was carried out to look at utilization rates by problem seriousness. Those who said they "did not have this problem" were excluded from the analysis. In general, it can be said that the more serious a problem was reported to have been, the more likely members were to seek help. For seven of the 10 problems reported, significant group differences were indicated by analysis of variance  $F$  values significant at the  $p < .01$  level, and confirmed by Scheffe ranges test with alpha set of .05. The three problems listed for which the level of seriousness was not associated with the frequency of seeking help were illness, drug and alcohol problems, and financial emergencies.

#### Command Leaders (COs, XOs, Division Officers, Department Heads, and MCPOs)

The command leaders participating in the study have a dual role for evaluation purposes. Not only do they have a stake in the effectiveness of the FSC and can thus be considered one of the stakeholder groups, but they qualify for the role of "key informants" as defined in the evaluation literature (Rossi, Freeman, & Wright, 1979). Key informants should be acknowledged leaders or experts, selected on the basis of (1) knowledge of the community, its people, their needs, etc., and (2) a leadership role. An additional advantage of including leaders is the political benefit to the program, which often ensues when they are provided with an active role in evaluation and needs assessment. The major limitation associated with the key informant approach is that it is subject to biases associated with the organizational perspective of these individuals. In this case, that limitation has been offset by including data obtained directly from users and potential users.

#### Group Description

Eighty-four command leaders from participating commands took part in the study. This number included nine COs, eight XOs, and 61 division officers or department heads. Responses from seven command master chiefs were also analyzed as part of this group.

#### Importance of Services

A list of services similar to the one presented to the member population was included in the questionnaires and interviews completed by this group. The mean importance scores for 23 services, presented in rank order in Table 10, reflect the perceptions of the participating command leaders. As the table indicates, the ranking of service importance

Table 10  
Command Leader Perceptions of Service Importance

Service	Mean	S.D.
Drug and alcohol treatment programs	2.81	.51
Legal counseling	2.76	.46
Marital/family counseling	2.72	.55
Medical services	2.66	.63
Deployment support and information	2.59	.54
Child care	2.59	.59
Financial education	2.52	.57
Housing referral services	2.42	.63
Personal counseling	2.41	.63
Stress management programs	2.40	.68
Relocation information and orientation	2.38	.64
Children's protective services	2.37	.62
Information and referral	2.33	.50
Employment assistance for family members	2.25	.70
Career counseling	2.23	.73
Parenting education	2.22	.63
Marriage enrichment programs	2.16	.69
Health education programs	2.15	.62
Youth and family recreation programs	2.13	.64
Religious and pastoral counseling	2.04	.64
Transportation services	1.99	.64
Assistance with home, auto repairs	1.96	.71
Singles social programs	1.87	.70

Note. High scores represent services considered to be more important and are based on responses coded from 1 to 3.

from the perspective of command leaders is somewhat different from that found among command members. For example, this group put drug and alcohol treatment programs at the top of their list of important services, while members assign it considerably less importance. The difference between perceptions of the command members and the command officers can probably be attributed to an organizational perspective, in contrast to a more personal interest, alcohol and drug problems can have an effect on the

organization that is disproportionate to the number of its members for which it is a problem.

Command leaders also evaluated the seriousness of psychosocial problems among members of their commands. Again, from an organizational perspective, it is likely that problems would be perceived as more serious if their effect on such outcomes as job performance or time lost from work has been experienced.

#### Assessment of Psychosocial Problems

While members were asked if they (or a family member) had recently experienced any of the psychosocial problems being assessed and to say how serious the problem was, command leaders were asked about the frequency of the problems among command members. They were asked to select three problems from the list provided in order of frequency (most frequent, next, next). These data were then analyzed using the multiple response procedure, where each of the nine possibilities provided as an option was counted whenever it appeared, regardless of whether it was mentioned first, second, or third. With three responses for each of the respondents, 252 responses were possible when the options were analyzed as a group. Of the 230 responses actually obtained, alcohol and drug problems were mentioned 64 times. Marital or relationship problems and job performance difficulties were the second and third most frequently mentioned problems. None of these three were among the top three problems reported by members (refer to Table 7).

When asked which of the problems being considered has the most serious effect on command performance and morale, officers of the participating commands again put alcohol and drug problems at the top of their list. Job performance difficulties and marital or relationship problems were also believed to have an effect on the command. The remaining problems from the list (loneliness, depression, anxiety, and family violence) were each selected by only one of the respondents.

Twenty-seven of the officers took the opportunity provided to mention frequent problems experienced by their command population that were not on the list. "Financial problems" was the most frequent addition, mentioned by 18 respondents. Two respondents thought that pregnancy of female members was a problem that frequently had a negative impact of their command.

#### Contributory Stressors

It is generally accepted that Navy life places additional stress on individuals and families beyond those universally associated with our modern post-industrial society. Some of these, such as deployments, family separations, and frequent relocations, are inescapable if the Navy is to carry out its mission. Officers of the participating commands were asked their opinions about how much such stressors contribute to members problems. Presented with six sources of stress, they were asked to indicate the extent to which they believe each contributes to the problems of members of their command. Results, based on responses from all commands, are shown in Table 11.

With the exception of deployments, no significant differences in the evaluation of contributory stressors were found between leaders of sea commands and shore commands. For the sample as a whole, deployments and family separations were considered to contribute most to problems experienced. However, when sea commands were contrasted with shore commands, group means were significantly different on this item ( $F = 10.681$ ,

$p < .002$ ). As might be expected, officers from sea commands felt that deployment contributed more to member problems than did officers from shore commands.

Table 11  
Command Leaders' Perceptions of Contributory  
Stressors Associated with Navy Life

Source of Stress	Mean Contribution	S.D.
Deployments/family separations	3.82	1.28
Financial constraints (low family income)	3.79	1.10
Environmental deficiencies, such as inadequate housing, transportation, or recreational facilities	3.55	1.20
Job-related stressors, such as long hours, duty schedules, or competitive advancement	3.21	1.20
Transient life style, frequent moves	3.18	1.14
Dangerous work	1.82	.86

Note. Mean scores based on a 5-point scale, where 5 = "contributes a great deal" and 1 = "does not contribute."

#### Resolving Member Problems

The resolution of the personal problems of members requires a substantial investment of officer time in each of the commands. Each officer was asked to estimate his or her time spent in this manner with a category response (e.g., 6-10 hours per week). When the categories were recorded to their mid-point values, the mean time spent by all responding officers was 7.61 with a large standard deviation of 7.40, indicating considerable variability in responses. This is also indicated by the wide range of responses from 3 hours per week to 35.5 hours per week. A command-by-command summary of total hours devoted by these officer respondents to dealing with problems of individuals in the command is found in Appendix D.

Respondents were asked what percent of the personal problems brought to their attention did they then refer to the FSC. The distribution by percentage category is shown in Table 12.

Officers who indicated that less than 50 percent of the problems they encounter are referred to the FSC were asked to provide additional information about referrals they do make. Those officers indicated that most problems of an individual nature were handled at the commands, with 56 percent stating that they seldom referred members with problems to service providers outside the command. Of those who said they do regularly make referrals, 88 percent said that they generally refer to Navy agencies and providers.

Table 12  
Percent of Problems Referred to FSC by  
Leaders of Participating Commands  
(N = 84)

Proportion of Problems	% Command Leaders
Almost all of them	3.6
More than 75 percent	6.0
Between 50 and 75 percent	7.2
Between 25 and 50 percent	7.2
Between 10 and 25 percent	16.9
Less than 10 percent	59.0

In a follow-on question for this second group, officers were asked to name the service provider to whom they most often referred members who needed some assistance. The most frequently named provider within the Navy community was the chaplain, closely followed by Counseling and Assistance Center (CAAC). One respondent stated that referrals were made most frequently to the FSC; however, that individual had previously indicated that less than 50 percent of the problems in his command involved an outside referral. When asked about referrals to civilian agencies, the Navy Relief Society was the only civilian service mentioned by this group.

#### Satisfaction with FSC

Forty-four percent of the command leaders stated that they were generally satisfied with the outcome of problems referred to the FSC for assistance. Only 2 percent indicated that they were frequently disappointed with outcomes, and no one said that they were almost always dissatisfied.

Because early returns from deployment are costly for the Navy and affected commands, any assistance the FSC can provide, which will help keep members with their units, is an important contribution. Pre- and post-deployment workshops have been offered to help personnel cope with problems related to family separations, in addition to various modes of assistance to families while members are deployed. With this in mind, respondents were asked specifically if they had seen any reduction in early returns since the opening of the FSC. There was no significant difference in responses between deploying commands and shore commands. Approximately 10 percent of the respondents believed that there has been a decrease in early returns, 20 percent believe that "maybe" there has been a decrease, while 20 percent thought there has not been a decrease. More than half the respondents said they do not have an opinion on this matter or did not answer the questions.



### Barriers to FSC Service Use

In the opinion of the command leaders, the constraint that affects the utilization of the FSC by members to the greatest extent is that they are confused about its purpose and the available services. Sixty percent of the respondents in this sample believe that such confusion constitutes a barrier, and 49 percent think that many members have never heard of the FSC. Spouse reluctance to seek help with personal problems was seen as a barrier by 29 percent, and concerns about confidentiality by 24 percent of the responding leaders. Other possibilities--such as an inconvenient location, difficulties with child care arrangements, or negative feelings arising from previous encounters at a FSC--were seldom seen as barriers to utilization.

When invited to suggest barriers and constraints other than those presented on the list, their responses fall into four categories: (1) embarrassment and fear that it will hinder spouse's military career, (2) not enough time and/or long waits, (3) a reluctance to seek any outside help and a feeling that it wouldn't help anyway, and (4) the absence of referrals or recommendations.

### Additional Service Needs

In a final item, leaders of participating commands were asked to indicate what one additional social support service they felt would make the greatest contribution in support of the members of their command. They were not limited to suggesting only services that might suitably be provided by the FSC. Some of the suggestions they made were for services already in place, which would seem to indicate that better marketing of those services is an important issue. Abbreviated versions of the suggestions made (some practical and others less so) are presented in Table 13.

### Career Counselors

Career counselors from seven of the nine commands completed a questionnaire designed especially to tap their experience as related to reenlistments within their commands. No response was obtained from career counselors assigned to two of the ship commands. The mean number of career counseling contacts reported by this group for an average month was 156. (With a reported range of from 5 to 600 contacts, it was obvious that not all of the contacts represent individual interviews.) Information was obtained from career counselors about family issues and reenlistment decisions, the importance of services, and their referrals to service providers.

### Family Issues and Reenlistment

Five of the seven career counselors stated that they believe family issues to be the primary factor when married members make reenlistment decisions, and those same issues also influence single members about 30 percent of the time. However, in response to a subsequent item, 71 percent of the respondents somewhat inconsistently stated that job satisfaction and family issues exert about equal weight when it comes to reenlistment decisions.

Based on their experience with members making reenlistment decisions, the career counselors were asked to evaluate the impact of some more specific issues on those decisions. Response options were "a great deal of impact," "some impact," and "not much impact." Results are shown in Table 14. It should be noted that differences between means presented in this table are likely to be unreliable, due to the small size of this respondent group.

Table 13

Suggestions for Additional Support  
Services Made by Leaders of  
Participating Commands

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Shipboard visits  
Aggressive ombudsmen  
Health benefits advice  
Referral hot line  
Advertise services

Better financial guidance  
Food stamps, welfare for lower ranks  
Adequate and affordable child care

Emergency loans  
CHAMPUS assistance  
Adequate dependent medical/dental care

Better use of chain-of-command

Encourage self-reliance  
"Responsibility counseling"  
Self-improvement program

Better pre-screening for enlisted  
Correctional custody

Stress management programs  
Follow-up counseling  
Correctional custody  
Birth control counseling  
Counseling for sexual dysfunction  
Premarital counseling  
Anti-drinking campaign  
Single-parent programs

Legal services  
Housing assistance  
Recreation programs  
Welcome package  
Information programs  
Additional pier-side parking

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Table 14  
Career Counselors' Assessment of the Impact of Selected  
Issues on Reenlistment Decisions

Issue	Mean Impact	S.D.
Financial considerations	3.00	.00
Deployment and separation	2.86	.38
Concern for family's welfare	2.71	.49
Frequent geographic relocation	2.43	.79
Housing quality and availability	2.14	.38
Employment opportunities for spouses	2.14	.38
Working conditions (e.g., long hours)	1.86	.69
Availability of services	1.71	.76
Cultural isolation and adjustments	1.43	.79

Note. High scores represent issues believed to have the greatest impact and are based on responses coded from 1 to 3.

Although family issues are thought to be of primary importance when married members make reenlistment decisions, five of these respondents reported that spouses are seldom included in career counseling sessions. Only the career counselor from USS CAPE COD reported having an opportunity to speak with spouses "in most cases." Most members of this group believe that retention would improve if they did have that opportunity. The career counselors suggested the following strategies for increasing their contact with spouses:

1. Routinely include spouses in all retention interviews.
2. Career counselors write informal letters providing information to spouses.
3. Hold career information seminars for members and spouses that are within 10 months of end of obligated service (EAOS).
3. Have career counselors at some wife/ombudsman meetings.
4. Have an active family club program.

#### Referral to Services

Four of the seven career counselors "occasionally" refer the members they counsel to other service providers. Among those who said that they make referrals occasionally, the services they are most likely to suggest are Navy CHAMPUS, FSC, Navy Relief, command master chief, and the Veterans Administration (VA) office.

### Importance of Services

Items assessing the perceptions of career counselors about service importance employed the same format and an identical list of services to match those presented to command leaders. With the small size of this subsample and restricted range, means and standard deviations are tied among many of the services. When rank order of importance assigned by the career counselors is compared to rank order assigned by command members or command leaders, it can be seen that all the groups tend to cluster the same services together. As Table 15 shows, career counselors assign less importance to information and referral services than do other groups.

Table 15  
Career Counselor Assessments of Service Importance

Service	Mean Importance	S.D.
Medical services	3.00	.00
Career counseling	2.71	.49
Child care	2.57	.54
Deployment support and information	2.57	.79
Housing referral services	2.57	.54
Relocation information and orientation	2.57	.79
Financial education and counseling	2.43	.79
Drug and alcohol treatment programs	2.29	.95
Employment assistance for family members	2.29	.76
Health education programs	2.29	.76
Legal counseling	2.14	.70
Marital/family counseling	2.14	.90
Personal counseling	2.14	.90
Information and referral	2.14	.90
Religious and pastoral counseling	2.14	.69
Transportation services	2.14	.90
Stress management programs	2.14	.69
Children's protective services	2.00	.58
Youth and family recreation programs	2.00	.58
Singles' social programs	2.00	.58
Parenting education	2.00	.82
Marriage enrichment programs	2.00	.82
Repair assistance	1.57	.54

Note. High scores represent services considered to be more important and are based on responses coded from 1 to 3.

### Evaluation of FSC Contributions

These key informants were unanimous in their opinion that access to support services in the Navy is better and utilization of services has improved since the advent of FSCs.

Finally, the career counselors were asked if they had observed any recent changes in the attitudes of members and their families toward Navy life. Encouragingly, more than half of the respondents indicated that they believed attitudes had become more favorable and the remaining career counselors felt that attitudes toward Navy life had remained about the same.

### Military Service Providers

Representatives of military services agencies, one of two groups of service providers, participated as stakeholders in this study. Other agencies providing support services for Navy personnel and their families have a stake in the success of FSCs by virtue of the fact that FSCs provide information and referral services that direct clients to the agencies. Some items presented in this group were duplicated for a larger sample of civilian service providers in the San Diego community.

### Group Description

Ten military service providers responded to questionnaires mailed to them. Members of this group perform all 10 types of activities, which were presented on the activity checklist, with the majority offering multiple services. Referral and counseling services were those most frequently reported by the respondents. The average number of services offered by agencies represented in the sample was four. The mean number of professional staff at participating agencies was eight, but staff size varied from a single individual to 18. The agency average number of face-to-face interactions with clients in a month was 228.

### Agency Client Descriptions

Most of the military providers included in the study have more military clients than family members, although 11 percent stated that the majority of their clients are Navy family members. Half of the respondents said they most frequently serve single members, while the other half see married members with children most often.

### Referral Patterns

For the participating military service providers as a group, the percentage of clients who come to them through referrals is approximately 60 percent. Three of the respondents said that those referrals are usually through the military chain of command, two usually are referred by physicians or other medical sources, and another stated that the agency's clients are usually referred by the FSC. None of these respondents said that the clients they see normally come from informal, word-of-mouth sources.

Participating military providers estimated a waiting time for emergency or crisis situations to be from no time at all to 1 day. In non-crisis situations, they estimated waiting time to be from less than a day to no more than 2 weeks.

### Importance of Services

Consistent with data collected from other stakeholder groups, military service providers were also asked to share their perceptions of the relative importance of various support services by indicating the priority they would assign to each service. Measured on a 3-point scale, response options were low priority, medium priority, or high priority. See Table 16 for mean scores, where again the very small sample size results in numerous tied scores.

Table 16  
Military Provider Perceptions of Service Importance

Service	Mean Importance	S.D.
Drug and alcohol treatment programs	2.90	.32
Medical services	2.90	.32
Information and referral	2.80	.42
Personal counseling	2.70	.48
Child care	2.60	.70
Deployment support and information	2.60	.70
Financial education and counseling	2.50	.71
Children's protective services	2.50	.53
Legal counseling	2.40	.70
Marital/family counseling	2.40	.84
Employment assistance for family members	2.22	.83
Relocation information, orientation	2.20	.79
Health education	2.20	.63
Housing referral services	2.10	.74
Career counseling	2.10	.57
Youth and family recreation services	2.00	.47
Parenting education	2.00	.82
Stress management programs	2.00	.82
Religious and pastoral counseling	1.90	.74
Marriage enrichment programs	1.90	.88
Transportation services	1.90	.74
Singles social programs	1.40	.70
Repair assistance	1.40	.70

Note. High scores indicate greatest priority. All means based on response scale from 1 to 3.

### Sources of Stress

Military providers were presented with the list of potential stressors, which are frequently associated with Navy life, and asked to evaluate them in terms of (1) which stressor is most closely related to the problems that bring their clients to them for services, (2) which has the most serious effect on individuals, and (3) which has the most serious consequences for the Navy.

1. The first of these analyses indicated that problems of clients of the military service providers are most frequently related to either deployment/family separation factors or to job related stress. When these results are then examined separately for providers whose clients are primarily military members versus those who see more family members, job related stress is mentioned most frequently for the first group and deployment concerns for the second. However, deployment-related issues were also reported to be a major source of stress for Navy members as well as their families.

2. The same two sources of stress--deployment and job factors--were those that military providers also believed to have the greatest effect on individuals. Providers who see mostly military members added financial constraints to their list of stressors with the greatest impact on individuals; and parent-child relationships were reported to be stressful by providers who deal primarily with family members.

3. Opinions about sources of stress that ultimately have the greatest effect on the Navy were almost equally divided between transient life style, job-related stressors, and financial constraints. Parent-child relationships and environmental deficiencies (such as inadequate housing, transportation, recreation) also received one vote each. The latter two were seen as more stressful by those with a family member clientele.

### Improvements Needed for Better Service

In an item that was unique to this subpopulation, military providers were asked to indicate improvements that they believe would lead to more effective service delivery for their programs or agencies. According to these respondents, improvements that are needed most are better coordination between military providers and increased emphasis on preventative programs. Increasing public visibility and command awareness of services available would also help them to carry out their mission more effectively. Finally, four of the 10 providers mentioned a need for additional staff.

### Civilian Service Providers

Civilian service providers constitute a key informant group, which can offer an unique, outsider perspective on the emotional problems and/or support needs of Navy members. In particular, it was believed that members might be more frank with counselors outside the military system, who might then offer a different perspective about the sources of stress associated with Navy life and related outcomes.

### Group Characteristics

Questionnaires were mailed to 66 civilian service agencies and providers in private practice in the San Diego area. Fifty-seven questionnaires were completed and returned, for a response rate of 86 percent. Respondents in the group represent a range of services, with the heaviest representation in areas of evaluation and diagnosis, treatment, counseling and crisis intervention. The sample included 10 public agencies, 3 private

agencies, 41 private practice groups, and one that was unclassified. The average size of the participating agency or practice was six professionals, with staff size varying from one to 44. The average number of direct client hours reported was 159 per month; however, the reliability of client-hour data is questionable. There is reason to suspect that some respondents furnished figures only for themselves as individual counselors or social workers, while others were providing data for their agency or practice as a whole.

Almost half of the respondents said that their agency or practice charges fees on a sliding scale according to ability to pay. Fifty-eight percent charge a set fee ranging from \$27 to \$190, with a median fee of \$90. Ninety-six percent of the group accept CHAMPUS payment.

#### Client Characteristics

Almost all (54) of the respondents stated that Navy personnel or family members were included in their clientele. Fifty-three would like to increase the number of Navy clients they now have. For this group as a whole, their clients from the Navy community are much more likely to be family members than military personnel, with only three of the respondents indicating that they have more service member clients.

#### Referral Patterns

Civilian providers participating in the study stated that approximately 90 percent of their Navy clients come to them through referrals. Some principal sources of those referrals include the FSC (37%), informal sources (26%), and physicians (14%).

#### Contributory Stressors

In an item similar to that presented to officers of participating commands, civilian providers were asked to judge the contribution of stressors to the problems experienced by Navy members and families.

While the item used to build Table 17 asked about stressors related to Navy life in general, another asked the civilian providers to relate the sources of stress to their own Navy clientele and their reasons for seeking help. Thirty-seven were most frequently related to parent-child relationship problems. Another third of the group stated that the Navy people they serve usually come to them because of problems related to the stress of deployment and family separations, and 17 percent saw their clients problems as being associated with the transient life style.

#### Comparing Stakeholder Perceptions

When several groups have a stake in the outcomes of a program, evaluating efficacy can be a problem because each group has different expectations and employs different criteria. In the case of stakeholders in the FSC program, this seems to be less a matter of conflicting interests and more related to organizational perspective. Several tables have been prepared to summarize the differences between participating groups in this study. In the first of these (see Table 18), psychosocial problems reported by members to have been the most frequent and the most serious are contrasted with officer evaluations of the frequency and seriousness of member problems.



Table 17  
Civilian Provider Perceptions of Contributory  
Stressors Associated with Navy Life

Source of Stress	Mean Contribution	S.D.
Deployment and family separations	2.88	.33
Transient life style, frequent moves	2.68	.51
Parent/child relationships	2.60	.49
Financial constraints, low income	2.36	.65
Job-related factors, such as long hours, demanding duty schedules	2.20	.65
Cultural isolation	1.96	.64
Dangerous work	1.38	.53

Note. High mean scores indicate more contribution to problems. Mean scores are based on a 3-point scale.

Table 18  
Prevalent Psychosocial Problems of Members as Perceived  
by Members and Command Officers

Members	Command Leaders
Depression	Drug and alcohol abuse
Feelings of loneliness and isolation	Marital/relationship problems
Financial constraints	Job performance difficulties
Marital/relationship problems	

A similar comparative summary is presented in Table 19 for the assessment of contributory stressors by service providers, and the officers and career counselors of participating commands. (Member questionnaires did not include this item.) In their assessment of stressors, all of these groups clearly agreed that deployment imposes considerable stress on Navy members and their families. Beyond deployment concerns, however, they select different stressors as those that contribute most to problems experienced by members and their families.

Table 19  
Important Contributory Stressors as  
Perceived by Stakeholder Groups

Leaders of Participating Commands	Career Counselors of Participating Commands
Deployment/separations	Financial constraints
Financial constraints	Deployment/separations
Environmental deficiencies (inadequate housing, transportation, etc.)	Concern for family welfare
Military Service Providers	Civilian Service Providers
Deployment/separations	Deployment/separations
Job-related stresses	Transient life style
Parent/child relationships	Parent/child relationships

Table 20 looks at service importance, indicating which services were judged to be most important by stakeholder groups. Medical and legal services, both generally ranked high by all stakeholders, have been omitted because FSCs are involved only to the extent of referring members to the appropriate provider. Civilian providers, who were not expected to have direct knowledge about Navy services, were not presented with this item and are therefore excluded from the table.

The group comparisons indicate which services, such as deployment support, are consistently ranked among the most important by the stakeholder groups. It is interesting to note that command leaders may not realize the importance that members of their commands place on information and referral services.

#### Taylor-Leaver FSC Activity Summaries

In this section, the activities of the Taylor-Leaver FSC are summarized in graphic form. The first five figures provide various breakdowns of the client population for FY86. Figure 1 distributes the client population by active duty status, dependents, or retired categories. Figure 2 shows the distribution by unit status. Figures 3 and 4 show demographic distribution of the population receiving services on dimensions of marital status and gender; and, in Figure 5, the distribution of the client population by pay grade.

During FY86, services at Taylor-Leaver FSC were provided by a staff of 20 full-time military and civilian personnel. Staff distribution by grade is provided in Table 21.

The next set of figures indicates the types of counseling services provided by Taylor-Leaver staff in FY86. Figure 6 is based on all counseling cases, while Figure 7 reports on counseling cases involving conditions that demand special considerations in treatment,

Table 20  
Most Important Support Services by FSC  
Stakeholder Groups

Single	Married	Divorced/Separated
Career counseling	Deployment support	Information and referral
Information and referral	Information and referral	Deployment support
Financial education	Relocation information	Relocation information
Health education	Housing referrals	Career counseling
Leaders of Participating Commands		Career Counselors from Participating Commands
Drug and alcohol treatment programs		Career counseling
Marital/family counseling		Child care <sup>a</sup>
Deployment support		Deployment support <sup>a</sup>
Child care		Housing referrals <sup>a</sup>
Financial education		Relocation information <sup>a</sup>
Military Service Providers		
Drug and alcohol treatment programs		
Information and referral		
Personal counseling		
Deployment support <sup>b</sup>		
Child care <sup>b</sup>		

<sup>a</sup>Tied rankings for career counselors.

<sup>b</sup>Tied rankings for military service providers.

Taylor-Leaver Family Service Center  
Client Distribution  
Fiscal Year 1986

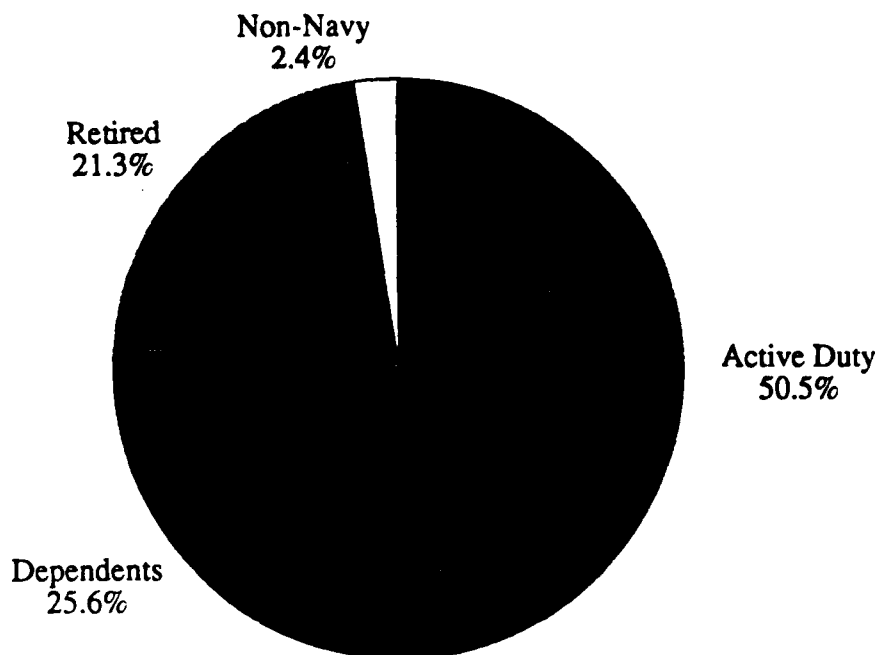


Figure 1. Client distribution showing active duty personnel compared to other users.

Taylor-Leaver Family Service Center  
Unit Status of Clients Served  
Fiscal Year 1986

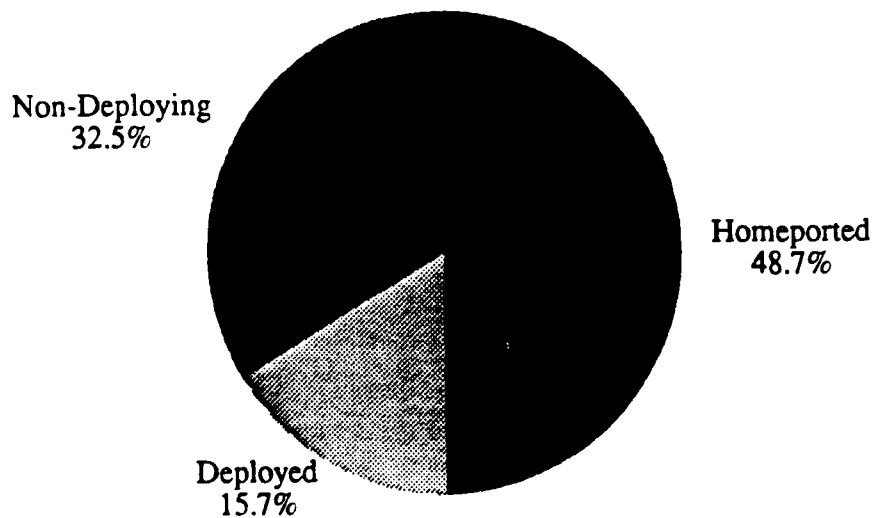


Figure 2. Client distribution by unit status.

Taylor-Leaver Family Service Center  
Client Marital Status  
Fiscal Year 1986

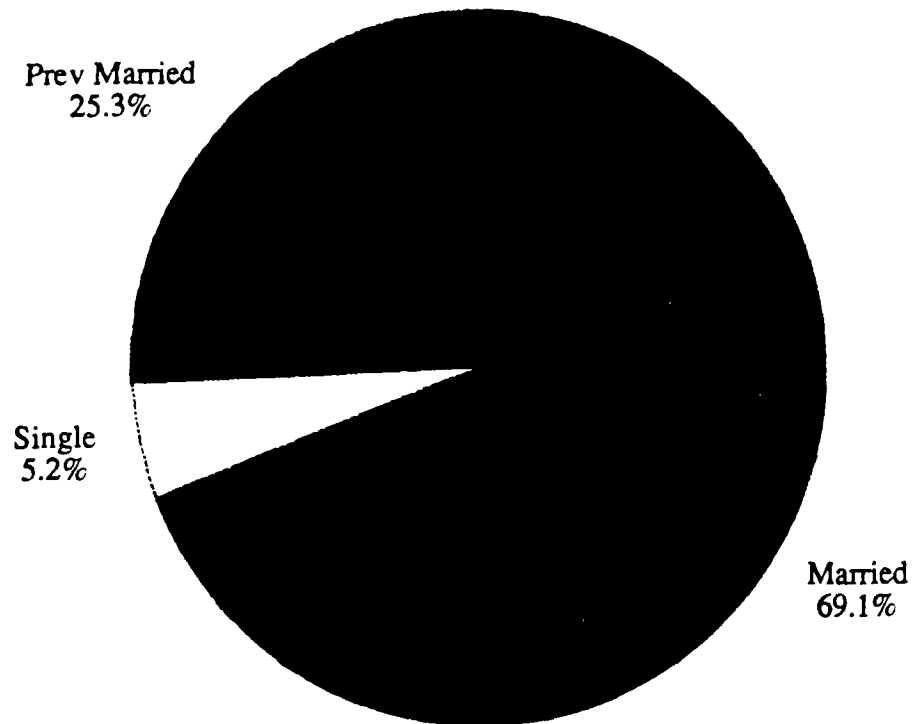


Figure 3. Marital status of Taylor-Leaver clients in FY86.

Taylor-Leaver Family Service Center  
Gender Distribution of Clients  
Fiscal Year 1986

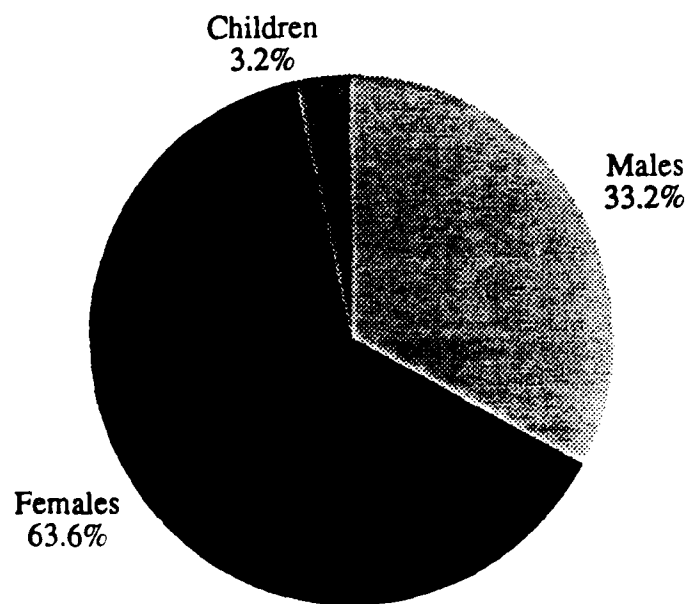


Figure 4. Taylor-Leaver client distribution by gender and adult/child breakdown.

**Taylor-Leaver Family Service Center  
Fiscal Year 1986**

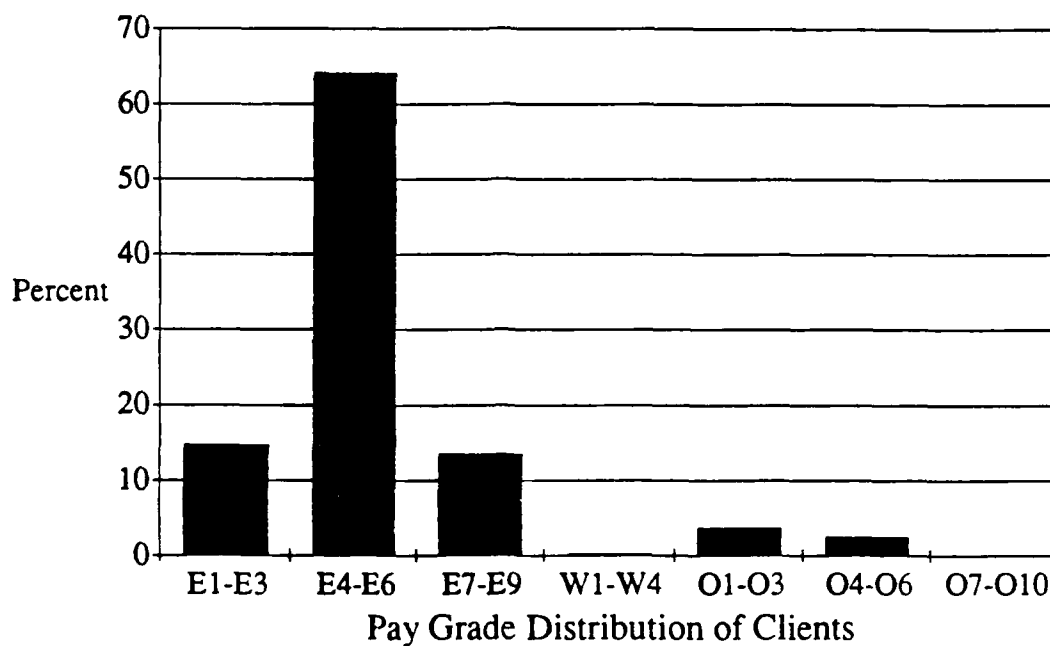


Figure 5. Taylor-Leaver clients by pay grade.

Table 21

**Taylor-Leaver Staff  
FY86**

Grade	Number
E-1--E-3	2
E-4--E-6	2
E-7--E-9	2
O-4--O-6	2
GS-5/6	1
GS-7	1
GS-9	7
GS-11	2
GS-12	1

**Taylor-Leaver Family Service Center  
Counseling Services Provided - Fiscal Year 1986**

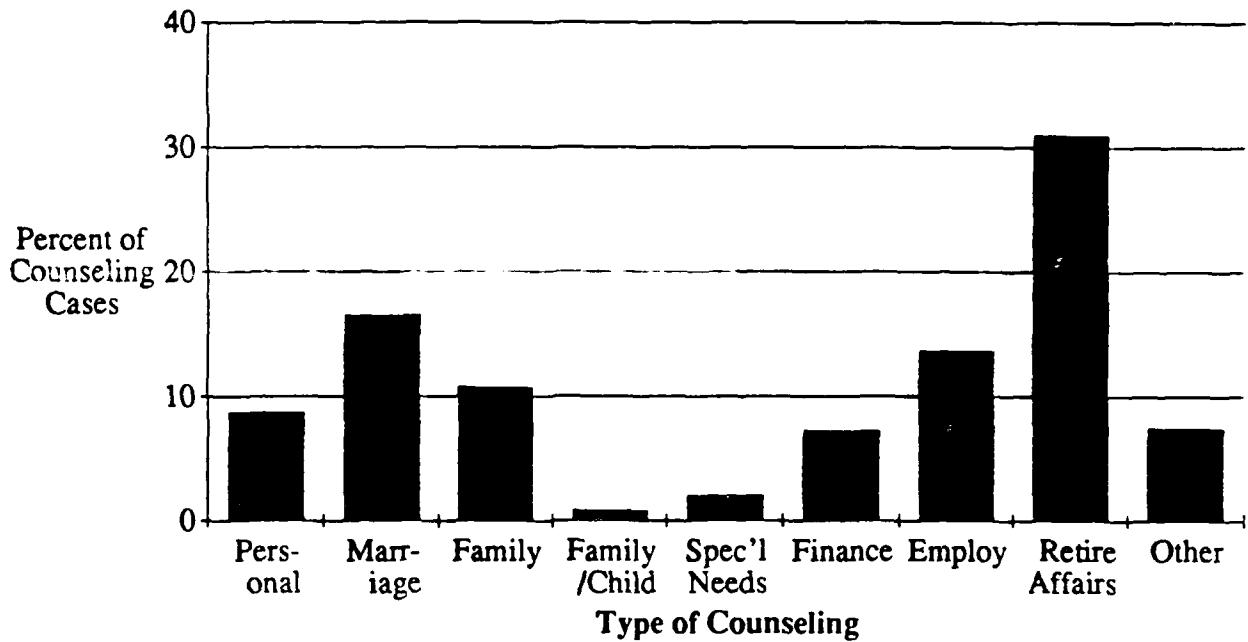


Figure 6. Distribution of cases by type of counseling.

**Taylor-Leaver Family Service Center  
Distribution of Special Cases  
Fiscal Year 1986**

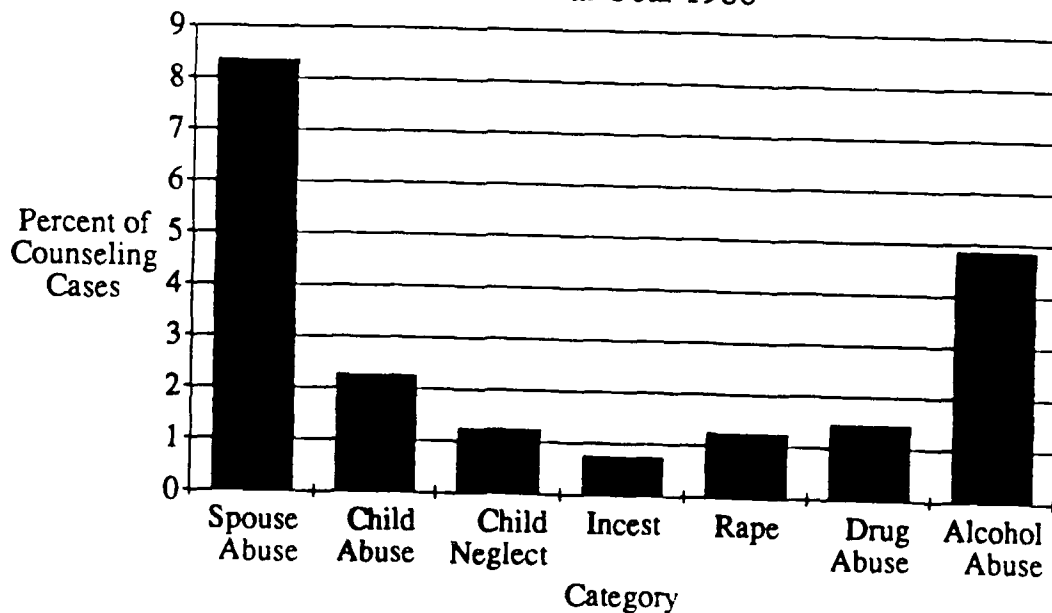


Figure 7. Percent of special counseling cases by category.

reporting, or both. The percentages shown in Figure 7 are based on the special-cases total and are not a percent of total counseling cases. It is worth noting that while retired affairs category accounts for the greatest percentage of total counseling cases shown in Figure 6, these probably do not represent a corresponding proportion of counseling hours.

The final figure (Figure 8), which applies to FY86 activities at Taylor-Leaver, shows the sources of referral by which clients came to the FSC for assistance. The small number of referrals from commands is a somewhat disturbing aspect. However, the fact that 75 percent of all those who used FSC services were self-referred illustrates that members themselves and their families are becoming more aware of the FSC. It also speaks positively about the kind of word-of-mouth advertising that apparently has occurred.

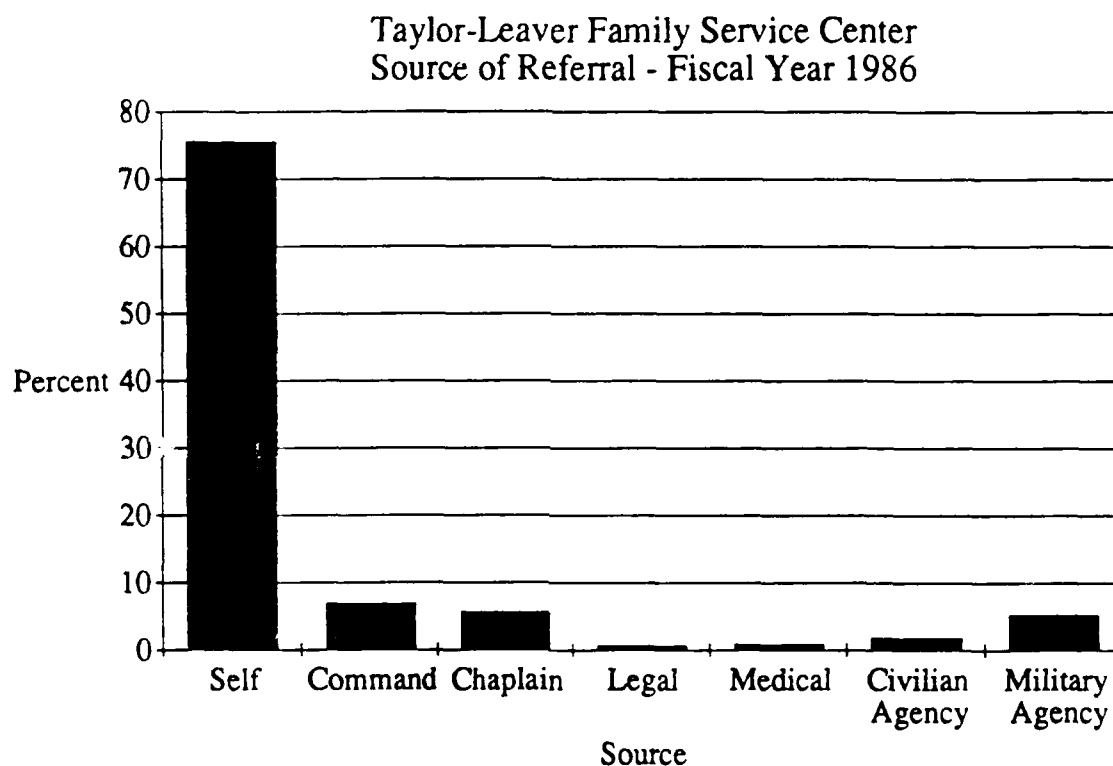


Figure 8. Sources of referral for Taylor-Leaver clients in FY86.

#### Analysis of Command Statistics

As FSCs establish their place in the naval community and are accepted by the operational commands, referrals and utilization of services should increase. If it can be assumed that the services offered represent theoretically sound interventions that fulfill their purpose of enhancing the quality of Navy life by helping members and their families cope with some areas of stress, they should ultimately be reflected in fewer disruptive behaviors and higher retention rates. Such outcome indicators are, however, affected by numerous factors other than support services. To isolate FSC contributions to the achievement of desired outcomes will require the compilation of a sizable data base over time.



Although no adequate test of the relationship between FSC activities and outcomes desired by the Navy could be accomplished in this initial FSC program evaluation, a limited analysis was undertaken. To do that, outcome statistics were collected from participating commands. The statistics requested for a 6 month period were frequencies of desirable outcomes (e.g., enlistments), and undesirable outcomes or behaviors, which have a negative impact on the command's ability to perform its mission. These included unauthorized absences, courts martial, non-judicial punishments (NJPs), hours lost for personal business, and drug and alcohol offenses.

Program evaluations have often been plagued by the problem of "Type II error," or failure to find expected program effects that in reality do exist. Several conditions of a study may contribute to this problem, including measurement sensitivity and low statistical power. (See Boruch & Gomez, 1979; Lipsey, 1983; or Lipsey, Crosse, Dunkle, Pollard, & Stobart 1985 for a discussion of the methodological problems associated with detecting treatment impact in field settings.) In this study, command statistics were submitted by only seven commands, and those were frequently incomplete. Since statistical power is directly affected by sample size, it was not anticipated that conclusive findings would result from the analysis of command statistics for this small group. It was useful to collect these data, however, to assess their potential as indicators for future system-wide, recurring evaluations for the FSC program.

A command average for reported referrals to the FSC was computed from the responses of command officers. Command-reported raw frequencies of various behaviors were divided by command onboard strength to compute percentage rates, which were then correlated with the frequency of command referrals to the FSC. Two of the resulting correlations were significant at the  $p < .05$  level: first term reenlistments were positively correlated with higher referrals ( $r = .68$ ), and the number of non-judicial punishments were negatively correlated with referrals as reported by command leaders ( $r = -.66$ ). Correlations between referrals and other command statistics, while not achieving significance, were moderate and in the expected direction.

These findings tend to suggest that these and similar statistics may be useful indicators for future evaluations of FSC services and effectiveness when appropriate statistical controls are employed to counteract threats to their validity (Campbell & Stanley, 1963; Cook & Campbell, 1979). That is, a multi-test research design must be employed to remove contaminating effects of other factors. A summary of the statistics collected from participating commands are provided in Appendix D.

## DISCUSSION

Administrators of social programs who must satisfy multiple stakeholder groups often find that the various groups have conflicting goals. For the FSC staff, who seek to help individuals and families improve their quality of life, tension can be created when individual priorities do not mesh with command priorities. An example of how perceptions differ can be seen in the responses from leaders of participating commands. Their responses seemed to indicate that many from this group of leaders believe that problems would be resolved if members who abuse alcohol or drugs could be "fixed." On the other hand, while acknowledging the seriousness of the drug and alcohol problem, the large majority of command members are likely to consider other problems more serious and place a higher priority on services that affect them more directly.

Part of this perceptual conflict arises from failing to consider the extent to which all of the problems discussed in this report are interrelated. Some of the distinctions between problems were imposed for convenience in data gathering and have little practical value. It is, for example, difficult to consider marital problems as distinct from the effects of financial constraint or deployment issues. There is little doubt also that the extensive use of drugs and alcohol is frequently associated with any number of other problems, from poor job performance to spouse abuse.

As this report has shown, the two primary stakeholder groups do not always agree in their assessments of problem seriousness or their rankings of service importance. Attribution theorists have shown that people tend to attribute their own problems to outside causes and the problems of others to the individuals themselves. The results obtained throughout this research illustrate that phenomenon clearly. Those who have coped, to some extent, successfully with the stresses of Navy life tend to believe that individual failure to do so is not a problem that should greatly concern the organization because they are likely to attribute failures to individual shortcomings. Since most COs and division/department heads are among those who have coped successfully, it is understandable that they emphasize different support needs. The causal attributions they make also may determine why some leaders seldom refer members to service providers outside the command.

One of the goals of a systematic program evaluation is to build a data base that will allow commands to judge for themselves the extent to which support services can help them achieve organizational goals and thus ensure a cooperative effort by command and FSC. In the meantime, all indications are that the FSC needs to undertake a "marketing" effort--at least with some commands--to encourage their cooperation. For an overburdened staff, it may appear that their efforts would be better used if devoted to addressing client needs rather than to selling their services to the commands. In the long run, however, individuals' needs may be better served if there is full acceptance by the commands.

It is not only in the matter of referrals that command cooperation can be useful to assure that the FSC reaches Navy families and members who could benefit from their services. Individuals who are highly motivated and committed to a naval career often seek to model themselves on those of superior rank. Visible acceptance of the FSC as a full partner by those role models would send a positive message that it is acceptable to utilize the full range of support services. This may be especially important in an organizational culture where strong self-sufficiency is the preferred norm. If strategies could be devised for involving command officers in visible events sponsored by or held at the FSC, such participation should go a long way toward convincing individuals that seeking services will not damage their careers.

At their present development stage and staffing levels, FSCs have limited leeway for concentrating on particular services. The reports of members suggest, however, that they want and would benefit from more financial counseling. At the same time, as Table 9 indicated, there was little association between the seriousness of financial emergencies and the importance they assigned to financial counseling and education services. This would suggest that they do not see the services provided as being instrumental to their needs in this area.

Deployment support dominated the responses of most of the stakeholder groups, yet those concerns are not applicable to all commands. Deployment support activities are presently concentrated on workshops in order to reach large numbers of individuals, with

the result that approximately 4000 attended deployment workshops held by Taylor-Leaver in 1986. Because of their importance to many members and families, deployment support services should be more closely evaluated than was possible in this study. Such investigation could result in the development of additional support programs to supplement the workshops.

A word about single members: The perception that the FSCs are primarily for married members and their families still persists, and it appears that there is some basis for that perception. Policy decisions concerning the allocating of resources may dictate which services that address the particular needs of singles will be assigned a lower priority, but all concerned should be aware of how their needs differ somewhat from the needs of married personnel.

### Limitations of This Study

This initial implementation of the FSC evaluation plan has provided baseline data for the Taylor-Leaver FSC, while the report itself is intended to serve as a detailed illustration of its use for the benefit of local FSC staff. In the interpretation of results presented here, it is important to keep in mind the small number of respondents in some stakeholder groups.

Throughout this report, results of service importance, satisfaction, problem seriousness, etc., have been presented in rank order, with the caveat that differences shown between services frequently are statistically insignificant. As data are aggregated over years or at the network level, a clearer picture should emerge.

It is likely that the use of a draft op-scan instrument to collect data from Navy members had some effect on outcomes. It is imperative that this questionnaire be finalized in the near future--in an alternative format if the op-scan option is not feasible. At such time, it is recommended that the satisfaction measures be modified from a 3-point to a 5-point scale, retaining the "did not receive" option. This larger range should be more sensitive to differences between the various services provided and satisfaction rankings should be more meaningful.

### **SUGGESTIONS BASED ON PILOT IMPLEMENTATION OF THE EVALUATION PLAN**

One objective of this study was to illustrate how the needs assessment/program evaluation plan for FSCs would be used in the field by conducting a pilot implementation. No major problems were encountered. However, as a result of this effort, the following suggestions are being offered:

1. Until such time as funding allows for developing the op-scan questionnaire to collect member data, it might be desirable to present that instrument in a more conventional mail-survey format. Content would be identical, but there is no necessity to have respondents blacken the circles if the forms are not being machine read.
2. Information provided by family members, using a version of the member questionnaire, would make a useful addition to the data bank. It is therefore suggested that an effort should be made to mail questionnaires to spouses through the ombudsman network.

3. This prototype effort has emphasized the need to make careful plans to assure that ship commands included in the sample will be available in port during the data collection phase. This information is frequently difficult to obtain and the best laid plans do not always materialize. It is therefore important to select appropriate alternates and to obtain member lists for those alternates at the same time you are compiling the lists for primary selections.

The staff of each FSC implementing the program evaluation and needs assessment package must interpret the data in light of their own resources and local environments in order to achieve maximum benefits from the system. This process will include assessing satisfaction, utilization, and importance of each service provided. Where utilization has remained low despite a strong theoretical justification for the provision of a service, outreach strategies may be indicated. When satisfaction with any service appears low, a closer look at service delivery processes or modalities is indicated. Where feasible, a FSC may wish to change the way resources are currently being allocated to more closely conform with rankings of importance or seriousness. The point is that local staff are in the best position to translate research findings into action experiments.

As data are aggregated at the network level, it will be possible to judge more accurately the impact of various service components on Navy goals. Ultimately, data collected from all FSCs should be a valuable resource for policy input.

As the evaluation is repeated at specified intervals, some of the most useful information will be indicated by changes over time in satisfaction, utilization, and importance. The relationship between those changes on the one hand, and program modifications or population demographics on the other, will indicate how the program should evolve to continue to meet the needs of Navy members and their families.

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**APPENDIX A**  
**INSTRUMENTS AND COVER LETTERS MAILED TO PARTICIPANTS**



DEPARTMENT OF THE NAVY  
NAVAL STATION  
SAN DIEGO, CALIFORNIA 92136-5000

IN REPLY REFER TO:

1754  
Ser 12/ 149

14 JAN 1987

From: Commanding Officer, Naval Station, San Diego  
To: Commanding Officer, USS ELLIOT (DD 967), FPO  
San Francisco 96664-1205

Subj: EVALUATION OF FAMILY SERVICE CENTER EFFECTIVENESS

Encl: (1) Questionnaire for Career Counselors  
(2) Command Statistics Summary Sheets  
(3) Questionnaire for Service Members  
(4) Cover Letter for Enclosure (3)

1. In order to ensure that my Family Service Center (FSC) is responsive to the needs of your people, we are conducting an evaluation project in conjunction with Navy Personnel Research and Development Center (NPRDC). The purpose of this project is to ensure that services needed most by your people are accessible and to determine if those services are satisfactory. Your command is one of ten randomly selected. I will need your assistance in the following manner:

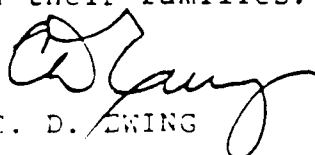
a. My FSC Director, CDR W. C. Brisbois, will contact you to set up a personal interview with you which should take approximately one hour.

b. The FSC staff will contact your Executive Officer and Master Chief Petty Officer of the command regarding completion of a short questionnaire.

c. Request enclosures (1) and (2) be completed and returned to NPRDC at your earliest convenience.

2. For your information, a self-administered questionnaire, enclosure (3), is being sent to a random representative selection of your personnel. They will be selected from master tapes maintained by the Defense Manpower Data Center. Questionnaires will be mailed directly to the individuals and returned by them directly to NPRDC for analysis. Enclosure (4) is the cover letter that will be sent to the service member along with the questionnaire.

3. Your cooperation in this project will greatly assist us in evaluating the effectiveness of the FSC and contribute to our mutual goal of providing responsive services and improving the quality of life for our people and their families. Thank You.

  
C. D. EWING



DEPARTMENT OF THE NAVY  
NAVAL STATION  
SAN DIEGO, CALIFORNIA 92136 5000

IN REPLY REFER TO

1754  
Ser 12/40  
26 FEB 87

From: Director, Family Service Center, Naval Station, San Diego  
To: Commanding Officer, USS ELLIOT (DD 967)

Subj: EVALUATION OF FAMILY SERVICE CENTER EFFECTIVENESS

Encl: (1) Commanding Officer Naval Station ltr Ser 12/149 of 14  
January 1987 to USS ELLIOT  
(2) Questionnaires

1. Enclosure (1) requested your assistance with the Evaluation of Family Service Center Effectiveness Project. After several attempts to contact you by telephone, I have learned that you are on deployment. Although we will not be able to conduct a personal interview, your input to this project is important to the Family Service Center. I would appreciate your taking time out of your busy operational schedule to assist us.

2. Enclosure (2) is a packet of questionnaires to be completed by you and your key people. We have included an envelope addressed to Navy Personnel Research and Development Center (NPRDC) so that the surveys may be returned directly to NPRDC for analysis. Thank you.

  
W. C. BRISBOIS





DEPARTMENT OF THE NAVY  
NAVAL STATION  
SAN DIEGO, CALIFORNIA 92136-5000

IN REPLY REFER TO  
1700  
Ser 12/016  
26 January 1987

Dear Service Member:

Your command is assisting Naval Station Family Service Center (FSC) in their efforts to help you obtain the support and services you need to improve the quality of life for you and, if you are married, for your family. The purpose of this survey is to ensure that the services you need the most are accessible to you and to determine if you are satisfied with the services you have received.

You have been randomly selected from among all Navy personnel at your command, and no other person can be substituted in your place. So, although your participation in the survey is voluntary I urge you to take a few minutes to complete this questionnaire. If you are married, you and your spouse should complete the questionnaire together. It will tell us which services are important to you, which services you now use, and something about the problems you face.

Your responses will remain confidential and individuals will not be identified. To make your needs known, simply fill in the appropriate circles on the questionnaire and return it to Navy Personnel Research Development Center in the envelope provided within ten days. Each item is important, so please make sure that you respond to each.

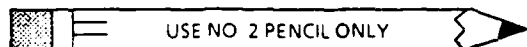
Family Service Centers have been established to benefit you and your family. Please take this opportunity to make your needs known: fill out your questionnaire today.

W. C. BRISBOIS  
CDR USN

# NAVY SUPPORT SERVICES SURVEY

## INSTRUCTIONS

YOUR SINCERE RESPONSES TO THE FOLLOWING QUESTIONS ARE NEEDED TO HELP FAMILY SERVICE CENTERS MEET YOUR NEEDS.



- DO NOT USE INK OR BALLPOINT PENS.
- BLACKEN THE BUBBLE COMPLETELY.
- MAKE NO STRAY MARKS.
- ERASE COMPLETELY ANY RESPONSE YOU WISH TO CHANGE.

## PRIVACY ACT STATEMENT

This information is requested under the authority of 5 USC 301 regulations and will be used only for statistical studies which will aid the Family Support Program in its efforts to serve your needs. Failure to complete this questionnaire will not adversely affect you in any way. Your input is valuable to this effort.

## 1. Social Security Account Number

--	--	--	--	--	--	--	--	--	--

## 3. Sex

- ☐ Male  
☐ Female

## 2. Race

- ☐ Black/Afro-American  
☐ American Ind./Alaskan Native  
☐ Hispanic/Mexican/Latin American  
☐ Asian/Filipino/Pac. Islander  
☐ White/Caucasian  
☐ Other

## 4. Date of Birth

Day		Month	Year	
		Jan <input type="radio"/>		
		Feb <input type="radio"/>		
(0)	(0)	Mar <input type="radio"/>		(0)
(1)	(1)	Apr <input type="radio"/>		(1)
(2)	(2)	May <input type="radio"/>		
(3)	(3)	Jun <input type="radio"/>	(2)	(2)
		Jul <input type="radio"/>	(3)	(3)
(4)		Aug <input type="radio"/>	(4)	(4)
(5)		Sep <input type="radio"/>	(5)	(5)
(6)		Oct <input type="radio"/>	(6)	(6)
(7)		Nov <input type="radio"/>	(7)	(7)
(8)		Dec <input type="radio"/>		(8)
(9)				(9)

## 5. Pay Grade

- E1..... ☐  
E2..... ☐  
E3..... ☐  
E4..... ☐  
E5..... ☐  
E6..... ☐  
E7..... ☐  
E8..... ☐  
E9..... ☐  
O1..... ☐  
O2..... ☐  
O3..... ☐  
O4..... ☐  
O5..... ☐  
O6..... ☐

## 6. Formal Education

Years Comp	Degrees or Diplomas
(0)	
(1)	
(2)	<input type="radio"/> None
(3)	<input type="radio"/> High School Equivalent
(4)	<input type="radio"/> High School
(5)	<input type="radio"/> Associate's
(6)	<input type="radio"/> Bachelor's
(7)	<input type="radio"/> Post-Graduate
(8)	
(9)	

## Duty Type

- 7a. ☐ CONUS Sea  
☐ CONUS Shore  
☐ Overseas Sea  
☐ Overseas Shore
- 7b. ☐ Aviation  
☐ Surface  
☐ Submarine
- 7c. ☐ Accompanied  
☐ Unaccompanied

## 8. Marital Status

- ☐ Single  
☐ Married  
☐ Divorced/Sep.  
☐ Widowed

## 11. UIC

--	--	--	--	--	--

## SPECIAL ANSWER SECTION

1	(A)	(B)	(C)	(D)	(E)
2	(A)	(B)	(C)	(D)	(E)
3	(A)	(B)	(C)	(D)	(E)
4	(A)	(B)	(C)	(D)	(E)
5	(A)	(B)	(C)	(D)	(E)
6	(A)	(B)	(C)	(D)	(E)
7	(A)	(B)	(C)	(D)	(E)
8	(A)	(B)	(C)	(D)	(E)
9	(A)	(B)	(C)	(D)	(E)
10	(A)	(B)	(C)	(D)	(E)

## 9. Dual Career Status

- ☐ Not married  
☐ Navy Spouse  
☐ Military Spouse (other service)  
☐ Civilian Spouse employed  
☐ Civilian Spouse unemployed

## 10. Children Living in Household

# of children	Age of children
(1) (2) (3) (4) (5)	birth to 5 yrs
(1) (2) (3) (4) (5)	6 yrs to 9 yrs
(1) (2) (3) (4) (5)	10 yrs to 13 yrs
(1) (2) (3) (4) (5)	14 yrs to 18 yrs
(1) (2) (3) (4) (5)	Over 18 yrs



13. A. If you and/or any member of your family experienced any of the problems listed below in the past year, how **SERIOUS** was it? **BLACKEN ONE CIRCLE FOR EACH PROBLEM.**

Very serious  
Somewhat serious  
Not at all serious  
Did not have this problem

- |                       |                       |                       |                       |   |
|-----------------------|-----------------------|-----------------------|-----------------------|---|
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Illness                                       |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Alcohol or drug problems                      |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Marital discord or relationship problems      |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Violence involving a partner or family member |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Financial emergencies                         |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Depression                                    |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Difficulty performing your job                |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Anxiety                                       |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Feelings of loneliness and isolation          |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | Child parent relationship problems            |

B. If you requested help through your Family Service Center to help you cope with any of these problems, how **SATISFIED** were you? **BLACKEN ONE CIRCLE FOR EACH PROBLEM.**

Didn't contact Family Service  
Very satisfied  
Just so-so  
Very dissatisfied

- |                       |                       |                       |                       |
|-----------------------|-----------------------|-----------------------|-----------------------|
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

C. If you requested help in coping with any of these problems from some other Navy provider, how **SATISFIED** were you? **BLACKEN ONE CIRCLE FOR EACH PROBLEM.**

Very dissatisfied  
Just so-so  
Very satisfied  
Didn't seek help

- |                       |                       |                       |                       |
|-----------------------|-----------------------|-----------------------|-----------------------|
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

Comment:

In the space below, please list any additional services you consider important, or problems experienced that are not included above.

All answers will remain confidential.

# NAVY FAMILY SERVICE CENTER PROGRAM EVALUATION

## COMMAND STATISTICS SUMMARY

UIC: \_\_\_\_\_

Deployable: Yes \_\_\_\_\_  
No \_\_\_\_\_

Current on-board strength of this Command? \_\_\_\_\_

Please furnish the statistics for your command in each of the following categories for the period from 1 January 1986 through 30 June 1986.

Reenlistment rates: (complete the following table):

	<u>Eligible</u>	<u>Not Eligible</u>	<u>Reenlisted</u>
1st Term	_____	_____	_____
2nd Term	_____	_____	_____
Career	_____	_____	_____

Courts martial \_\_\_\_\_

Summary  
Special  
General

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Unauthorized absences \_\_\_\_\_

Drug abuse offenses \_\_\_\_\_

Drug abuse referrals to treatment \_\_\_\_\_

Alcohol abuse offenses \_\_\_\_\_

Alcohol abuse treatment referrals \_\_\_\_\_

...please continue on reverse side...

Vehicle or equipment damage  
in the line of duty

Personnel manhours lost for  
emergencies or personal business

Nonjudicial Punishments (Charges):

<u>Article</u>	<u>Number of Offenses</u>

**NAVY FAMILY SERVICE CENTERS**  
**Interview Protocol for Commanding Officer**

We have sought an interview today to ask you to help evaluate the effectiveness of this Family Service Center after our first \_\_\_\_\_ years of coordinating support services for Navy people. We are also interested in hearing your ideas about the typical problems encountered by Navy personnel and their families and the services required to address those problems. You are in a position to provide a unique perspective on these matters.

1. Estimate the average number of hours you personally spend each week dealing with the problems of individuals in your command.

\_\_\_\_\_ 5 hours or less per week  
\_\_\_\_\_ 6 - 10 hours per week  
\_\_\_\_\_ 11 - 20 hours per week  
\_\_\_\_\_ 21 - 30 hours per week  
\_\_\_\_\_ more than 30 hours per week

On this card is a list of some of the psychosocial problems that may be experienced by command members and/or their dependents.  
(HAND RESPONDENT CARD WITH LIST PRINTED AS SHOWN HERE.)

- A. alcohol/drug abuse
- B. family violence
- C. marital discord/relationship problems
- D. depression
- E. job performance difficulties
- F. anxiety
- G. somatic difficulties
- H. loneliness and isolation
- I. parent/child relationship problems

2. Looking at the list, which three problems do you encounter most frequently?

\_\_\_\_\_ what is the most frequent?  
\_\_\_\_\_ next?  
\_\_\_\_\_ third? (IF RESPONDENT INTRODUCES A PROBLEM  
CATEGORY NOT ON THE LIST, WRITE IT  
IN HERE.)

Other: \_\_\_\_\_

3. Which of the problems on the list have the most serious effect on command morale and effectiveness? \_\_\_\_\_
4. I am going to read a list of major stressors that are commonly associated with Navy life. We would like you to indicate how much you believe each of these contributes to the problems experienced by people in your command and their dependents.  
(CIRCLE APPROPRIATE NUMBER FOR EACH SOURCE OF STRESS.)

A. Transient life style, frequent moves

Does not Contribute	1	2	3	4	5	Contributes Great Deal
------------------------	---	---	---	---	---	---------------------------

B. Deployments/family separations

Does not Contribute	1	2	3	4	5	Contributes Great Deal
------------------------	---	---	---	---	---	---------------------------

C. Environmental deficiencies, such as inadequate housing, lack of transportation, few recreational facilities, poor medical facilities, etc.

Does not Contribute	1	2	3	4	5	Contributes Great Deal
------------------------	---	---	---	---	---	---------------------------

D. Job-related stressors, such as long hours, duty schedules, competitive advancement.

Does not Contribute	1	2	3	4	5	Contributes Great Deal
------------------------	---	---	---	---	---	---------------------------

E. Financial constraints (low family income).

Does not Contribute	1	2	3	4	5	Contributes Great Deal
------------------------	---	---	---	---	---	---------------------------

F. Dangerous work

Does not Contribute	1	2	3	4	5	Contributes Great Deal
------------------------	---	---	---	---	---	---------------------------



5. What percent of the problems brought to your attention do you refer to the Family Service Center? (CHECK ONE.)

- ☐ Almost all of them )  
☐ More than 75% )----IF OPTIONS 1,2,3 CHECKED,  
☐ Between 50% and 75% ) SKIP ITEM 6. GO TO ITEM 9.  
☐ Between 25% and 50%  
☐ Between 10% and 25%  
☐ Less than 10%

6. Where do you usually refer command members when they have problems?

- ☐ Seldom refer; prefer to handle problems within command.  
☐ Refer to civilian service providers or agencies.  
☐ Refer to other Navy agencies or service providers.

7. Which Navy agencies or service providers do you refer to most often?

\_\_\_\_\_  
\_\_\_\_\_

8. Which civilian agencies or service providers do you refer to most often?

\_\_\_\_\_  
\_\_\_\_\_

9. Are you generally satisfied with the outcome of problems referred to the Family Service Center?

- ☐ yes, almost always satisfied with the outcome  
☐ frequently satisfied with the outcome  
☐ I am generally neutral about the outcome  
☐ frequently disappointed with the outcome  
☐ no, almost always dissatisfied with the outcome

10. What would you say are the barriers or constraints that keep people from seeking help through the Family Service Center? (CHECK ALL THAT ARE MENTIONED.)

- ☐ never heard of the Family Service Center
- ☐ concerned about confidentiality
- ☐ confused about the purpose of the Family Service Center or available services
- ☐ location inconvenient/transportation problem
- ☐ no provisions for child care
- ☐ spouse objections to seeking help
- ☐ negative feelings as a result of previous encounters with a Family Service Center
- ☐ other

11. I am going to read through a list of social services, treatment programs, and types of assistance. As I read each one, please indicate whether you consider it very important, somewhat important, or not at all important for the well-being of command members and their families. (WAIT FOR RESPONSE BEFORE READING NEXT SERVICE.)

	Not Important	Somewhat Important	Very Important
Legal counseling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marital/family counseling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Personal counseling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Information and referral	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Drug and alcohol treatment programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Medical services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Child care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Deployment support and information	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Financial education and counseling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Children's protective services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Housing referral services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Career counseling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Employment assistance for family members	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Relocation information, orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Religious and pastoral counseling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Youth and family recreation programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Health education programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Singles social programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parenting education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Transportation services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Assistance with home or auto repairs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Stress management programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marriage enrichment programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Overseas Duty Support Program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ombudsman training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
"Special needs" referrals	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

12. In your opinion, has there been a decrease in deployment interruptions--as when individuals must return early because their presence is required at home--since the advent of Family Service Centers?

- ☐ Yes
- ☐ Maybe
- ☐ No
- ☐ No opinion

13. What ONE additional social service do you feel would make the greatest contribution in support of Navy people in your command and their families?

14. Are there any further comments you would like to make about the services offered by FSCs, or their effectiveness--anything at all?  
NOTE COMMENTS HERE:

---

FOR INTERVIEWER USE:

Command is: \_\_\_\_\_

Respondent is:

- ☐ Commanding Officer
- ☐ Executive Officer
- ☐ Department/Division Head
- ☐ Master Chief Petty Officer

Your Agency or Program: \_\_\_\_\_

NAVY FAMILY SERVICE CENTERS  
Program Evaluation Questionnaire for Military Providers

1. Check the service category below which best describes your activities.  
(YOU MAY CHECK MORE THAN ONE.)

\_\_\_\_\_ referral  
\_\_\_\_\_ evaluation/diagnosis  
\_\_\_\_\_ counseling  
\_\_\_\_\_ information  
\_\_\_\_\_ education/training  
\_\_\_\_\_ treatment  
\_\_\_\_\_ financial/material aid  
\_\_\_\_\_ crisis intervention  
\_\_\_\_\_ recreational services  
\_\_\_\_\_ child welfare

2. What is the number of full-time professional workers providing services to clients at your agency or office? \_\_\_\_\_

3. What is the average number of face-to-face interactions with clients handled by your office or agency each month, including group sessions? \_\_\_\_\_

4. Does your case load include (CHECK ONE)

\_\_\_\_\_ many more service members than dependents  
\_\_\_\_\_ slightly more service members than dependents  
\_\_\_\_\_ about an equal number of service members and dependents  
\_\_\_\_\_ slightly more dependents than service members  
\_\_\_\_\_ many more dependents than service members

5. Which of the following family-status categories best describes Navy personnel recipients of your service(s)? (CHECK ONE)

\_\_\_\_\_ single  
\_\_\_\_\_ single parent  
\_\_\_\_\_ married without children  
\_\_\_\_\_ married with children

6. What proportion of your case load comes to you through referrals?  
(CHECK ONE)

- ☐ all
- ☐ between 80% and 100%
- ☐ from 60% to 79%
- ☐ from 40% to 59%
- ☐ from 20% to 39%
- ☐ less than 20%

7. Where do those referrals usually originate? (CHECK ONE)

- ☐ Family Service Centers
- ☐ military chain of command
- ☐ military agencies or providers
- ☐ ministers/pastors
- ☐ physicians/medical facilities
- ☐ informal sources (friends, co-workers, etc.)
- ☐ don't know
- ☐ other. PLEASE SPECIFY: \_\_\_\_\_

Here is a list of stressors commonly associated with Navy life:

- a. transient life style, frequent moves
- b. deployment and family separation
- c. environmental deficiencies such as inadequate housing, lack of transportation, few recreational facilities, poor medical facilities, etc.
- d. job-related stressors such as long hours, duty schedules, competitive advancement, etc.
- e. financial constraints, low family income
- f. parent/child relationship problems
- g. dangerous work

8. Which of the stressors above relates most closely to the problems which bring Navy personnel to you for services? (ENTER THE APPROPRIATE LETTER IN THE BLANK.) \_\_\_\_\_

9. In your opinion, which of the stressors listed above has the most detrimental effect

- ☐ on individuals?
- ☐ on the Navy?

10. In which of the following are improvements needed if you are to perform your mission adequately? (CHECK ALL THAT APPLY.)

- ☐ more interaction with civilian agencies
- ☐ improved coordination with other military providers/services
- ☐ increased emphasis on preventative programs
- ☐ additional staff
- ☐ location change to become more accessible
- ☐ location change to increase feelings of privacy
- ☐ greater public visibility, increased command awareness
- ☐ material supports for your work (supplies and materials)
- ☐ additional resources (staff or budget) to allow for follow-up of some cases
- ☐ none of the above
- ☐ other. PLEASE SPECIFY: \_\_\_\_\_

11. What is the average length of time your clients wait for an appointment

- ☐ in a crisis situation?
- ☐ in a non-crisis situation?

12. Please indicate what priority should be given to each of the following list of services (in the allocation of effort and resources) based on how essential you believe them to be for Navy members and dependents.

	Low Priority	Medium Priority	High Priority
Legal counseling	_____	_____	_____
Marital/family counseling	_____	_____	_____
Personal counseling	_____	_____	_____
Information and referral	_____	_____	_____
Drug and alcohol treatment programs	_____	_____	_____
Medical services	_____	_____	_____
Child care	_____	_____	_____
Deployment support and information	_____	_____	_____
Financial education and counseling	_____	_____	_____
Children's protective services	_____	_____	_____
Housing referral services	_____	_____	_____
Career counseling	_____	_____	_____
Employment assistance for family members	_____	_____	_____
Relocation information, orientation	_____	_____	_____
Religious and pastoral counseling	_____	_____	_____
Youth and family recreation programs	_____	_____	_____
Health education programs	_____	_____	_____
Singles social programs	_____	_____	_____
Parenting education	_____	_____	_____
Transportation services	_____	_____	_____
Assistance with home or auto repairs	_____	_____	_____
Stress management programs	_____	_____	_____
Marriage enrichment programs	_____	_____	_____
Overseas duty support	_____	_____	_____
Ombudsman training	_____	_____	_____
"Special needs" referrals	_____	_____	_____

**NAVY FAMILY SERVICE CENTERS**  
**Program Evaluation Questionnaire for Civilian Providers**

1. Check the category below which best describes your activities or services.  
(YOU MAY CHECK MORE THAN ONE.)

☐ referral  
☐ evaluation/diagnosis  
☐ counseling  
☐ information  
☐ education/training  
☐ treatment  
☐ financial/material aid  
☐ crisis intervention  
☐ recreational services  
☐ child welfare

2. Do you provide services as part of a public agency, a church-related agency, or a private practice?

☐ public agency  
☐ non-profit, private agency  
☐ private practice  
☐ other. PLEASE SPECIFY: \_\_\_\_\_

3. What is number of full-time professional workers providing services to clients at your agency or office? \_\_\_\_\_

4. What is your average number of direct client service hours per month? \_\_\_\_\_

5. Do your clients include Navy personnel and/or their dependents?

☐ no                    )  
                              )----- SKIP TO ITEM 11  
☐ not sure        )  
☐ yes



10. Which of the above stressors relates most closely to the problems which bring Navy people to you for services?

\_\_\_\_\_

11. What is the average length of time your clients wait to be seen:

\_\_\_\_\_ in a crisis situation?  
\_\_\_\_\_ in a non-crisis situation?

12. Is your office easily accessible to Navy people using public transportation?

\_\_\_\_\_ yes  
\_\_\_\_\_ no  
\_\_\_\_\_ not sure

13. Are you interested in increasing the number of Navy-related clients seen at your agency or practice?

\_\_\_\_\_ no  
\_\_\_\_\_ neither interested nor disinterested  
\_\_\_\_\_ yes

14. Do you accept payment through CHAMPUS?

\_\_\_\_\_ no  
\_\_\_\_\_ yes

15. Please indicate your standard fee structure.

\_\_\_\_\_  
\_\_\_\_\_

THANK YOU FOR YOUR ASSISTANCE WITH THIS SURVEY.

6. If you have Navy clients, does your case load include:

- ☐ many more service members than dependents
- ☐ slightly more service members than dependents
- ☐ about an equal number of service members and dependents
- ☐ slightly more dependents than service members
- ☐ many more dependents than service members

7. Do your Navy clients usually come to you through referrals?

- ☐ no
- ☐ not sure
- ☐ yes

8. When Navy people come to you by referral, where do those referrals originate most frequently?

- ☐ Family Service Center
- ☐ military chain of command
- ☐ military agencies or service providers
- ☐ ministers/pastors
- ☐ physicians/medical facilities
- ☐ informal sources (friends, co-workers, etc.)
- ☐ don't know
- ☐ other. PLEASE SPECIFY \_\_\_\_\_

9. Below is a list of some stressors which are commonly associated with Navy life. On the basis of your experience with Navy clients, please indicate how much you think each source of stress contributes to the problems experienced by Navy members and their families.

	Not Much	Some	A Great Deal
Transient life style, frequent moves	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Deployment and family separations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cultural isolation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Job related factors such as long hours, duty schedules, etc.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Financial constraints, low family income	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parent/child relationship problems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Dangerous work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**NAVY FAMILY SERVICE CENTERS**  
**Program Evaluation Questionnaire for Career Counselors**

1. In what percentage of reenlistment decisions are family issues the primary factor?  
 (CHECK ONE FOR EACH GROUP.)

	For Married Members	For Single Members
More than 75% of the time	_____	_____
From 61% to 75%	_____	_____
From 46% to 60%	_____	_____
From 31% to 45%	_____	_____
From 15% to 30%	_____	_____
Less than 15% of the time	_____	_____

2. How much impact would you say the following family issues have on reenlistment decisions?

	A Great Deal	Some	Not Much
Availability of services	_____	_____	_____
Deployment and separation	_____	_____	_____
Concern for family's welfare	_____	_____	_____
Financial considerations	_____	_____	_____
Frequent geographic relocation	_____	_____	_____
Housing quality and availability	_____	_____	_____
Employment opportunities for spouses	_____	_____	_____
Working conditions (i.e., long hours)	_____	_____	_____
Cultural isolation and adjustments	_____	_____	_____

3. Among your reenlistment counseling cases, how frequently do you have the opportunity to speak with a member's spouse, as well as with the member?

- \_\_\_\_\_ in most cases  
 \_\_\_\_\_ in the majority of cases  
 \_\_\_\_\_ in less than half the cases  
 \_\_\_\_\_ in very few cases

4. Do you think that retention would improve if you had an opportunity for more contact with member spouses?

☐ yes  
☐ maybe  
☐ no  
☐ no opinion

5. How would you suggest that contact with members' spouses might be improved?

\_\_\_\_\_  
\_\_\_\_\_

6. Based on your experience, do you feel that family issues or job satisfaction have the most weight when it comes to reenlistment decisions?

☐ Job satisfaction outweighs family issues.  
☐ Job satisfaction and family issues exert equal weight.  
☐ Family issues outweigh job satisfaction.  
☐ Don't have an opinion.

7. In the course of counseling about careers and reenlistment, do you refer members (or their families) to other agencies or service providers?

☐ no, no reason to  
☐ no, not often  
☐ yes, occasionally  
☐ yes, frequently

8. If you check "yes" in the question above, to whom are you most likely to refer your cases?

\_\_\_\_\_

9. From your perspective, please indicate how important is each of the following services to Navy personnel and their families.

	Not Important	Somewhat Important	Very Important
Legal counseling	_____	_____	_____
Marital/family counseling	_____	_____	_____
Personal counseling	_____	_____	_____
Information and referral	_____	_____	_____
Drug and alcohol treatment programs	_____	_____	_____
Medical services	_____	_____	_____
Child care	_____	_____	_____
Deployment support and information	_____	_____	_____
Financial education and counseling	_____	_____	_____
Children's protective services	_____	_____	_____
Housing referral services	_____	_____	_____
Career counseling	_____	_____	_____
Employment assistance for family members	_____	_____	_____
Relocation information, orientation	_____	_____	_____
Religious and pastoral counseling	_____	_____	_____
Youth and family recreation programs	_____	_____	_____
Health education programs	_____	_____	_____
Singles social programs	_____	_____	_____
Parenting education	_____	_____	_____
Transportation services	_____	_____	_____
Assistance with home or auto repairs	_____	_____	_____
Stress management programs	_____	_____	_____
Marriage enrichment programs	_____	_____	_____
Overseas Duty Support Program	_____	_____	_____
Ombudsman training	_____	_____	_____
"Special needs" referrals	_____	_____	_____

10. In general, would you say that access to services has been improved since Family Service Centers were initiated?

\_\_\_\_\_ yes  
 \_\_\_\_\_ not sure  
 \_\_\_\_\_ no

11. In general, would you say that utilization of services has grown since Family Service Centers were initiated?

\_\_\_\_\_ yes  
 \_\_\_\_\_ not sure  
 \_\_\_\_\_ no

12. How would you characterize the attitudes of members and their families toward Navy life in the past few years?

- ☐ They have become more negative.
- ☐ They have remained about the same.
- ☐ They have become more positive.

13. How many counseling interviews do you conduct in an average month? \_\_\_\_\_

**APPENDIX B**  
**REMINDER LETTERS**

## REMINDER

### NAVY SUPPORT SERVICES SURVEY

Dear Navy Member:

This is a reminder to complete and return the Navy Support Services questionnaire sent to you. If you have completed and sent in your questionnaire, disregard this postcard. But if you have not, please complete and mail it, as soon as possible.

The information you provide will help us help you by providing your local Family Service Centers information on your specific needs for support services and satisfaction with those services you have received.

If you have not received your questionnaire, or if you have any questions, contact Elyse Kerce at AV 933-7768 or COMM (619) 225-7768.

THANK YOU FOR YOUR PARTICIPATION!





DEPARTMENT OF THE NAVY  
NAVY PERSONNEL RESEARCH AND DEVELOPMENT CENTER  
SAN DIEGO CALIFORNIA 92152

3900  
Ser 62/54  
29 JAN 1987

From: Commanding Officer, Navy Personnel Research and Development Center  
To: Community Service Providers

Subj: FAMILY SERVICE CENTER EVALUATION

1. As one of a randomly-selected group of service providers in San Diego, you recently received a questionnaire from the Family Service Center at Navy Station, San Diego. To all who have responded so promptly, we wish to express our appreciation for your valuable contribution to the evaluation effort.
2. This follow-up appeal is directed to those who have not yet returned the questionnaire. The information you can provide is valuable, and no other respondent can be substituted in your place. For your convenience, a second copy of the questionnaire is enclosed.
3. Because we have sought to maintain strict confidentiality, we are unable to identify by name those whose questionnaires have not been returned. If you have already mailed your response, please disregard this appeal. If you have not, please take a few minutes to do so now.
4. Thank you for your time and effort.

*John J. Pass*  
JOHN J. PASS  
By direction

APPENDIX C  
RESPONSE RATES

Table C is a summary of response rates from each of the nine commands. The response rate for each command was based on the total number of questionnaires that were presumed to have been delivered (i.e. the number distributed minus the number of questionnaires that were returned undelivered.) Nineteen questionnaires were returned without the information necessary for identifying the command.

The overall return rate for all commands was thirty-five percent. The commands differed considerably in response rates from a high of 49 percent from Naval Station to a low of 18 percent from the U.S.S. Elliot. The ship commands had a consistently lower return rate than the shore commands.

Table C

Summary of Response Rates

Command	Distributed	Undelivered	Presumed Delivered	Received	Response Rate
Naval Station *	168	32	136	66	49%
U.S.S. Elliot	103	0	103	19	18%
U.S.S. Reid	69	3	66	17	26%
U.S.S. Cape Cod	447	5	442	143	32%
U.S.S. McClusky	69	0	69	22	32%
U.S.S. Fox	145	0	145	36	25%
Fleet Training Center	32	7	25	9	36%
S.I.M.A.	521	17	504	187	37%
PSC	36	4	32	14	44%
Unidentified	0	0	0	19	
Total	1590	68	1522	532	35%

\* includes Waterfront Operations and Security Departments

**APPENDIX D**  
**SUMMARY OF COMMANDS STATISTICS DATA**

COMMAND STATISTICS  
32ND Street Family Service Center

UIC

	Security/ Waterfront	Training Center	SIMA	USS Reid	USS Cape	USS Fox
<u>Characteristics</u>						
Strength	843	1619	2165	208	1254	470
Deploy	No	No	No	Yes	Yes	Yes
<u>Reenlistment</u>						
First Term						
Elig	54.3%	100.0%	48.3%	78.1%	86.9%	25.2%
Not Elig	45.6%	0.0%	51.7%	21.9%	13.1%	74.8%
Reenlist						
Elig	84.0%	92.9%	39.3%	48.0%	47.7%	59.3%
Second Term						
Elig	90.0%	100.0%	85.3%	-	100.0%	100.0%
Not Elig	10.0%	0.0%	14.7%	-	0.0%	0.0%
Reenlist						
Elig	77.8%	100.0%	78.1%	-	88.9%	100.0%
Career						
Elig	93.8%	100.0%	88.6%	-	100.0%	100.0%
Not Elig	6.2%	0.0%	11.4%	-	0.0%	0.0%
Reenlist						
Elig	73.3%	71.4%	72.6%	87.5%	82.8%	66.7%
Total						
Elig	81.2%	100.0%	75.9%	-	90.5%	31.0%
Not Elig	18.8%	0.0%	24.1%	-	9.5%	69.0%
Reenlist						
Elig	78.0%	85.1%	68.8%	-	58.9%	63.9%
<u>Courts Martial</u>						
Summary C.M. / Strength	0.0%	> 0.1%	> 0.1%	0.0%	0.4%	0.0%
Special C.M. / Strength	0.2%	0.1%	0.1%	0.5%	0.3%	0.0%
General C.M. / Strength	0.0%	> 0.1%	0.0%	0.0%	0.1%	0.0%

	Security/ Waterfront	Training Center	SIMA	USS Reid	USS Cape	USS Fox
Total C.M./ Strength	0.2%	0.1%	0.1%	0.5%	0.8%	0.0%
Unauthorized Absence/ Strength	2.5%	2.5%	1.8%	2.9%	3.1%	6.8%
NJP/Strength	6.2%	4.6%	8.9%	11.5%	10.7%	20.4%
Hours Lost/ Strength	-	-	4.9%	10.8%	-	-
Damage Incid/ Strength	10.4%	-	0.1%	-	0.0%	-
Cost of Damage	-	-	\$3000	-	-	-
<u>Drugs and Alcohol</u>						
<u>Offenses</u>						
Drug Off/ Strength	2.0%	1.4%	1.8%	4.8%	1.7%	1.5%
Alcohol Off/ Strength	7.4	2.3%	4.9%	1.4%	0.2%	3.8%
Total Off/ Strength	9.4%	3.7%	6.7%	6.2%	1.8%	5.3%
<u>Referral/Treatment</u>						
Drug Ref/ Strength	0.5%	0.2%	0.7%	0.0%	1.3%	0.4%
Alcohol Treat/ Strength	0.1%	0.4%	2.5%	1.9%	1.4%	3.8%
Total/ Strength	0.6%	0.6%	3.2%	1.9%	2.7%	4.2%
Drug Ref/ Offenses	23.5%	13.6%	38.5%	0.0%	76.2%	28.6%
Alcohol Treat/ Offenses	1.6%	18.9%	50.5%	-	-	100.0%
Total/Off	6.3%	16.9%	47.3%	30.8%	-	80.0%

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